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Reports have been made on how 16 American communities are combating delinquency with the aid of Juvenile Delinquency Act (1961) Funds. Each community was seeking answers to delinquency through locally designed programs based upon a comprehensive plan of action involving the entire community. Since occasional previous approaches to the problem had not been adequate, the need was for programs of fundamental and lasting change. Major problems encountered were a personnel shortage in youth-serving professions and agencies and a lack of information exchange. Early indications show that the current program warrants completion of the projects initiated. The communities discussed include: New York, N.Y.; Cleveland, Ohio; New Haven, Conn.; Boston, Mass.; Charleston, W. Va.; Houston, Texas; Minneapolis, Minn.; Philadelphia, Penn.; Washington, D.C.; Chicago, Ill.; St. Louis, Missouri; Syracuse, N.Y.; Providence, R.I.; Detroit, Mich.; Los Angeles areas, Calif.; and Lane County, Oregon. Programs include : work-study arrangements, employment centers, target projects, neighborhood centers, experimental nursery schools, and summer jobs.

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COUNTER-ATTACK on DELINQUENCY

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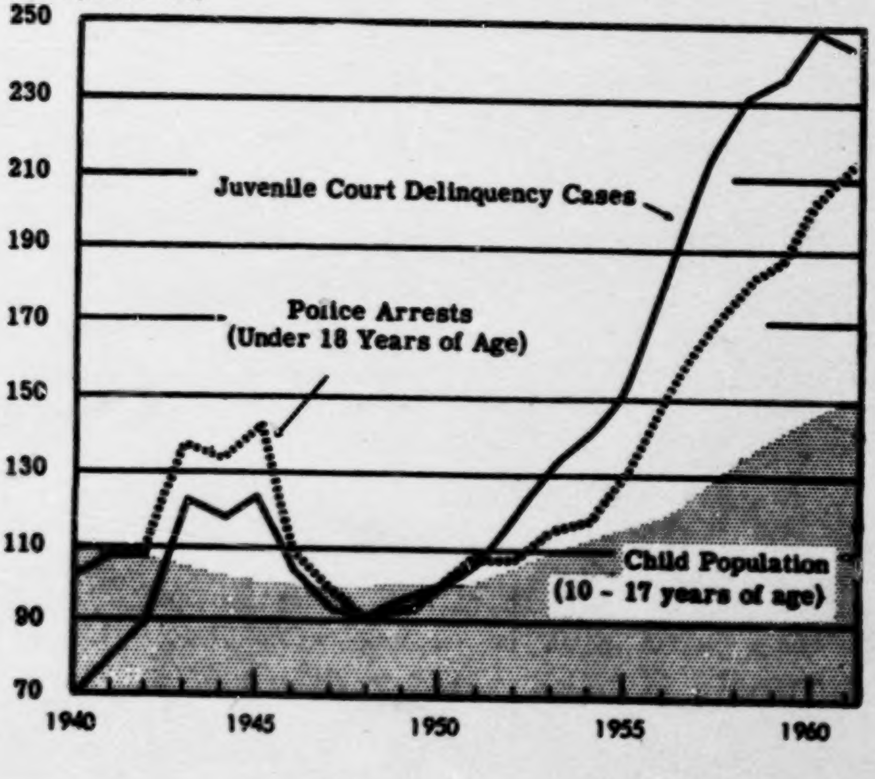
to Stimulate Communities to Develop
Rational Answers to a Growing Crisis

Police Arrests of Juveniles, Juvenile Court Delinquency Cases, and Child Population, 1940-1961



Prepared by the

President's Committee on Juvenile Delinquency and Youth Crime

The Attorney General, Chairman
The Secretary of Health, Education, and Welfare
The Secretary of Labor

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COUNTER-ATTACK on DELINQUENCY

The Program of the Federal Government to Stimulate Communities to Develop Rational Answers to a Growing Crisis

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The Secretary of Labor

September, 1963

INTRODUCTION

The First Major Effort to Deal with Delinquency

Sixteeen American communities are in the midst of an organized and rational process dealing with the problems of youth. The nation stands to gain much from the new knowledge secured in these demonstration projects. Each community, through machinery designed locally, is seeking the answers to delinquency, based upon a comprehensive program of action involving the whole community. Although the development of new major programs and structures requires a great deal of effort, the prospects for substantial progress warrant the full implementation of the program originally outlined to Congress.

Failure of Fragmented Programs to Meet Crisis

Existing, fragmented, partial or occasional approaches are inadequate to meet the current and coming crises, according to experts in the field. Practical guidelines consistent with the instructions of Congress in the 1961 Act were set out:

***The rise in delinquency over the last decade in all parts of the country suggests that delinquency stems from a wide variety of social and personal forces often at work simultaneously. Therefore, to reverse the trend of increasing delinquency, all of these sources of anti-social behavior must be attacked by a coordinated program.

***All services must be available to all young people if their simultaneous effect is to be realized. There must be a deliberate and clear interrelationship between the various parts of a total program.

***To be able to give new knowledge to the nation, the effectiveness of the community programs and their various parts must be measured. Such built-in evaluation procedures also allow for adjustments as the program progresses, to assure maximum effectiveness.

***Since the problems and services of each community vary, it is essential that each community assess its own situation and devise its own over-all program. A federally-imposed solution would inhibit new and useful ideas and fail to meet the local problem.

***To undertake a program big enough to affect the problem, it is essential that each community be so organized that the program has maximum support and participation. Not only must the public and private youth-serving agencies work in close harmony, but their efforts must be supported and supplemented by the active participation of other powers of the community, including political bodies, civic groups, business and labor, the educational system, churches, universities and other major community institutions.

***In order to assure this broad community commitment and participation and to secure the necessary resources in time, talent and money, a viable, representative structure within the community must exist.

The time necessary to meet these standards and move into action is the price which must be paid for major action programs which can possibly deal with all the causes of our growing problem. The investment made in time and money will pay off in new and important advances in knowledge, if these programs are completed in accordance with the original design.

No City Was Ready in 1961

At the time of enactment of the Delinquency bill, in September 1961, no community in the country had the necessary combination of a broad-based structure and a comprehensive program of a wide variety of interrelated youth services. In New York's lower east side, Mobilization for Youth had a proposed comprehensive program with many new ideas, but did not have the broad involvement to support and finance such a program.

The President's Committee on Juvenile Delinquency, through the three cooperating Departments, aided in the necessary negotiations which brought broader public, foundation and private support for the Mobilization program. The first of the action programs was the product of careful planning and involvement of the total community and its resources.

It was necessary to put funds into a "tooling-up" or planning period to assist communities in creating the responsible organization which would insure adequate local, state and private support of their demonstration programs, and to design a comprehensive program of related youth services in light of their own needs.

Since it is impossible to guarantee that each community will develop a set of action programs sufficiently comprehensive, with new approaches, and with a solid base from which to operate and to secure local finances for the program, fifteen planning grants were awarded from which the best six or eight could be selected for major demonstration funding by the Federal program. Action programs in cities not supported by these funds may secure other financing with the help of technical staff.

The creative response from communities is described in detail in the city section of this report to Congress. Within a few months more programs, which will actually reach youth, will be in operation than could have been achieved in any other way. The completion of these programs in accordance with the initial plans outlined to Congress will show the way to new methods which have been proved in action.

Results Are Beginning to be Seen

Some of the results of the Federal program are already visible. Others in an accelerating pace will appear as the program progresses:

*** In those cities which received grants, major citizen groups which had little or no prior contact or communication are now engaged cooperatively in an attack on the problem of juvenile delinquency.

*** A number of communities which did not receive grants are going ahead on their own and have incorporated a number of the guidelines of the Federal program, including the broad-based community structure and the wide variety of interrelated services.

*** Pilot action programs, or action-research programs, have been initiated in a number of the cities, providing some direct services to young people, as well as information on which future programs can be based.

*** Communities are finding that the broad-based structure which they have established for anti-delinquency programs also provide appropriate machinery for other programs dealing with social problems. Government-supported programs for youth employment and privately financed programs for improving disadvantaged areas are already being channeled through these organizations.

*** Federal programs dealing with the full scope of youth problems -- employment, vocational training, community organization, housing and welfare -- have been better coordinated at the Federal level, and consequently in the local community, providing for greater impact and elimination of duplication.

The potential in these cities for fundamental and lasting changes needed to meet the crisis is great. The early indications are that the program is clearly on the right track and warrants completion of the projects begun under its initiative.

Shortage of Trained Manpower

There is a major personnel shortage in the youth-serving professions and agencies. Present training methods and materials have not kept pace with the new knowledge gained over the past decade. The new programs required by the present emergency will call for many additional trained people.

The delinquency program therefore spent a substantial portion of its monies for such programs. These fall into three general groupings:

***Permanent university-based training centers: After an initial organization period supported by delinquency funds, it is expected that these training centers will be on-going with support from other sources. They will provide supplementary training for counselors, teachers, probation officers, and other specialists actually working in the youth field. Where location permits, they are working closely with demonstration programs, training personnel for these action programs, and utilizing the experience of the projects in planning training programs.

***Curriculum development programs: A small number of grants have been made to bring together the new knowledge of a variety of disciplines and experience -- sociology, psychology, social work, law and law enforcement, education, economics -- in specially designed materials for use in training personnel, both in training centers and in other situations.

***Workshops and Institutes: These short-term programs have provided such diverse programs as the special educational and employment needs of youth for youth workers, including gang workers, vocational guidance programs for probation officers, information on intergroup relations and urban slum schools for those planning educational programs in the demonstration projects.

Great Need for Information Exchange

A major difficulty has been the lack of information about the problems of delinquency, about new research and methods in the field and an opportunity for those working in the field to pool their knowledge. Several working conferences have been organized through the Federal program for those developing the action programs in the various projects; summaries of relevant new materials have been widely circulated; studies have been made regarding such special problems as youth employment, patterns of living among youth in low-income and delinquent groups, and efforts have been made to establish greater uniformity for reporting youth offenses.

Following are reports of how 16 cities are combatting delinquency with the aid of Juvenile Delinquency Act funds. These reports were prepared for hearings before the Senate Subcommittee on Employment and Manpower of the Labor and Public Welfare Committee in August, 1963.

NEW YORK, NEW YORK

Mobilization For Youth

On May 31, 1962, the President of the United States, the Attorney General, the Secretary of Labor, the Secretary of Health, Education, and Welfare, the Mayor of New York, and several members of Congress gathered at the White House.

They were there for the President's announcement of the first grant under the Juvenile Delinquency Act to begin a demonstration project to fight delinquency. The grant went to a three-year, $13 million program called Mobilization for Youth, which is now in action in the Lower East Side of New York City.

The President's announcement of this massive attack was immediately hailed as a milestone in the nation's fight against delinquency. In a rare display of unanimity, all seven of New York City's major daily newspapers gave editorial support to the City-Federal partnership against delinquency:

> "Not only for the results it will achieve, but for the ground it will break, this program will be of tremendous importance to New York, and to the other cities of the country," said the Herald-Tribune.
>
> "We congratulate President Kennedy, Mayor Wagner, and everyone concerned for their vision and initiative," said the Journal-American.
>
> "Juvenile delinquency is at last going to be attacked in the way that promises most success," said the Times.

The other New York papers, and many more across the nation, spoke out in equal approval:

> "The Federal government is finally attacking juvenile delinquency with a big stick," said the Reading, Pennsylvania, Times.
>
> "The Nation's cities may yet be beholden to Hell's Kitchen, the Lower East Side of New York," said the Temple, Texas, Telegram.
>
> "The Administration has declared compassionate war on a tragedy of our time: juvenile delinquency," said the San Francisco Examiner.
>
> "The justification for Federal participation is in the possibility that the project may pilot the way toward solutions of delinquency problems elsewhere

in the nation -- even in Wichita," said the Wichita, Kansas, Eagle.

A Community Is Concerned

The Mobilization For Youth Project, which received such overnight acclaim, was a long time in the making. It began as an idea discussed at a meeting of Lower East Side settlement house leaders in 1957. They were concerned about the continued rise of delinquency, despite the many long-established youth services that were available in their community.

Delinquency in the Lower East Side increased 118.8% between 1951 and 1960 -- from 28.7 to 62.8 offenses per 1000 youths aged 7 to 20. At the same time, street gangs had become more widespread and, even more alarming, there was a sharp increase in teenage narcotics use.

A new approach to youth problems was clearly needed. With this belief, the original group expanded to include other private agencies, public agencies, and the Columbia University School of Social Work. Mobilization For Youth, Inc., was formed and received a grant from the National Institute of Mental Health to plan a demonstration project to attack delinquency for the entire Lower East Side of New York.

The result of this work was a 617-page proposal for an attack on delinquency of unprecedented scope. The program was based on the belief that a successful effort to curb delinquency must provide young people with genuine opportunities to behave differently -- with stress on school and work programs -- and must involve local residents directly in the effort.

Thus the ambitious goal of Mobilization was to create a new climate of opportunity for youth in the Lower East Side. The program has set out to achieve this goal with a network of programs in education, employment, recreation, services to groups and individuals, and community organization.

Here are brief descriptions of some of these programs:

The World of Work

Mobilization's work programs stress creative work as a meaningful alternative to delinquency. Two programs, the Youth Jobs Center and the Urban Youth Service Corps, are central to a comprehensive work program which includes evaluation, guidance, work preparation, teaching work skills, and overcoming discrimination in hiring -- all aimed at making it possible for young people to secure stable employment in the competitive labor market.

Unemployed boys and girls aged 16 to 21, either high school graduates or dropouts, are eligible for the work programs, and those being reached include gang members, drug users, and boys on probation or parole. Some part-time jobs are provided for youth still in school, if work will help them stay there.

The Youth Jobs Center is the first stop for all program applicants. It is a central employment agency which tries to place youngsters in jobs in the regular labor market. The greatest problem, the work program staff found, was that only about 10% of the applicants are sufficiently skilled to get jobs in the competitive labor market.

Those who cannot qualify for jobs are referred to the Urban Youth Service Corps, a subsidized work program which gets the young people off the streets, and starts them learning work habits and work skills.

The Corps is divided into three parts: Work Exploration, Work Projects, and on-the-job training. A job counselor may start a boy in any of these phases, depending on his past experience.

Work Exploration is the basic program for boys and girls who have little or no work experience. They are paid 75¢ an hour in this phase, which lasts about four weeks. Work Exploration isn't expected to make them skilled workers, but to give them a chance to try several types of work and see which is best for them.

Next come the Work Projects. Here the youths begin to acquire job skills, working under the direction of experienced supervisors. Some of their work is done at permanent Mobilization work centers. Clerical trainees, for example, work in Mobilization's main office, and food service trainees wait table and cook at a small restaurant that Mobilization operates.

Other work projects are carried out on a contract basis with non-profit agencies. A masonry crew has repaired the roof of a settlement house. A carpentry crew partitioned off office space in a church. Boys have worked as aides in a public hospital. Pay on the work projects, which also include auto repair and electrical work, starts at $1 an hour and rises to $1.12 and $1.25.

The third stage is on-the-job training. These jobs are contracted with private employers, such as printing shops, department stores, and gas stations. The trainees are paid the going rate for the job, with Mobilization and the employer sharing the cost. The jobs are for a stated period of time. When it is over, Mobilization hopes the employer will offer the boy a steady job.

"There are jobs available for youngsters with skills," says a Mobilization official. "We're trying to take these unskilled youths and help them break through to where the jobs are."

The World of Education

Mobilization's World of Education features experimental programs designed to overcome the barriers facing "the slum child in the slum school."

Home visitations by teachers are underway as part of the School-Community Relations course, providing teachers with better understandings of their pupils' cultural backgrounds and problems.

A Homework Helper program is paying 300 outstanding high school students from low-income families to tutor 1000 low-income grade school students who are failing in their studies.

A Curriculum Planning program will develop text materials more closely related to the real lives of low-income and minority groups. Another program is directed toward finding and helping problem children in elementary school.

Other education programs include Reading Centers and Remedial Reading Clinics in elementary schools and expanded guidance in elementary and junior high schools. One junior high school program brings in community adults who have been successful in various occupations to discuss career possibilities with students.

Individual Services

The goal of the individual services programs of Mobilization is to provide fast, visible assistance to individuals and families with problems. New methods have been devised, in cooperation with the City of New York and voluntary welfare agencies, to reach people who too often are missed by traditional social services.

Two Neighborhood Service Centers are now in operation, providing area residents with a variety of fast services ranging from advice on filling out employment applications and welfare payments to aid for newly released youthful offenders and the treatment of drug addicts. "Walk-ins" account for about 50 per cent of those served; others are referred by public and private agencies.

Some of these referrals have come from the Visiting Homemakers, a group of 15 local women hired to help their less experienced neighbors cook, shop, budget, and care for their children. Their purpose is not to wait on these women, but to help them help themselves. One visiting homemaker worked with a woman who, when a doctor told her to give her baby solid foods, fed him bacon and eggs. Another homemaker helped a women who threw away powdered milk the Welfare Department gave her for her children, because she didn't know what it was.

Group Services

The group service programs are geared to control juvenile misbehavior and at the same time emphasize positive participation in the arts, music, dance, sports, and other activities.

Three coffee shops serve as social and cultural storefront centers symbolic of the style and mood of neighborhood youth, as for example, a folk jazz center with bongo and steel drums. Delinquent and near-delinquent youngsters operate the shops under informal supervision.

The Adventure Corps offers boys aged 9 to 13 a variety of recreational, educational, cultural and vocational activities. Divided into squads, the Corps is organized through existing settlement houses and agencies in the area. Activities include sports, camping, trips to museums and theatres, music, marching bands, and vocational programs such as trips to industries and trade schools.

Community Organization

Another vital phase of the Mobilization project is community development and organization. Mobilization assumes that, in the long run, the residents of any community must ultimately develop the skills to cope with their own problems. The whole community organization program is geared to give residents more experience in community participation and to help them see that they can, through civic and political action, make their community a better place for themselves and their children. Existing neighborhood councils will be strengthened, and new attempts will be made to organize the unaffiliated. Store front churches and "hometown" clubs will be encouraged to participate in this effort. Community organizers are working with Negro groups, and helping establish a Council of Puerto Rican Organizations.

There are all these programs and more. But most important, all of the individual programs are designed to work together, as part of an integrated whole, toward a common end -- increased opportunities for youth.

Widespread Support Indispensable

After the three years of rigorous planning, funds for the action phase had to be found. Its cost was estimated at

$13 million for the first three years. These funds came from the City of New York, the Delinquency Act, the Ford Foundation, and the National Institute of Mental Health.

The Mobilization For Youth program gave the nation a wholly new approach to serve as one model for the efforts of citizen leaders and professionals who are planning the attack on delinquency. Its five year history -- from an idea discussed at a meeting of settlement house leaders to a multi-million dollar social experiment -- showed what could be accomplished by concerned citizens if they were really determined to get the job done.

Recognizing this, Mayor Wagner, whose support was indispensable to the development of Mobilization, said at a January, 1963, meeting of the Citizens Advisory Council to the President's Committee on Juvenile Delinquency:

> "...the President's Committee on Juvenile Delinquency and Youth Crime has given strong support to comprehensive planning, but with a neighborhood focus. This, of course, is what the Mobilization for Youth is all about. I believe that the time is approaching to consider broadening these planning efforts. We must look at the problem and plan for the attack on the problem on a city-wide basis, and also on a nationwide basis, even while we continue to seek ways to mobilize neighborhood energies for the attack on the neighborhood problem."
>
> "We must be ready to move in new directions and to follow untrodden paths. We must be willing to follow any course of action which holds promise, no matter how unorthodox.
>
> "What is at stake is not just the welfare of a few maladjusted, socially disadvantaged individuals, but the welfare and fate of all our children and of our country and the world whose destiny will one day be guided by the emerging generation."

CLEVELAND, OHIO

"I'm afraid to drive through there at night," a Cleveland college girl says of Hough. "My roommate taught in a junior high there for a year, but she wouldn't go back; it was just too tough."

"You're lucky I stopped for you," a Cleveland taxi driver told a man he picked up in Hough recently. "Cabbies usually steer clear of Hough."

The Hough area of Cleveland, where a multi-million dollar local-Federal youth program is now underway, is not a pleasant place by anybody's standards. Stretching eastward from downtown Cleveland toward comfortable Shaker Heights, it contains 9% of Cleveland's population and contributes 25% of the city's social problems.

To the visitor, it is a place of dirt, weeds, tenements, open garbage cans, pool halls, cheap hotels, stumbling winos, ragged clothing -- a place to be avoided.

To the persons who must live there, it is much worse -- a place of poverty, indignity, frustration, hatred and hopelessness.

The Size of the Problems

Statistics can tell part of the story:

*** More than 3600 Hough families (area population is about 75,000) received public assistance in 1962.

*** It is an area of mobility and social change. In 1940, Hough was 99% white. In 1960, it was 27% white. One factor which did not change in those years was the average education of the residents. It remained constant at 9.2 years of school completed.

*** In 1961 the rate of Juvenile Court cases involving boys from Hough was 2.2 times the rate of the whole county. One hundred and sixteen boys out of every 1000 boys between age 12 and 17 came before a juvenile court judge in 1961.

*** Adult crime in Hough in 1961 was 2.2 times that of all of Cleveland.

Hough, for all its problems, is no worse than parts of Chicago, New York City, Los Angeles, or any other major American city. And it must be remembered that Hough's problems have not been ignored -- many governmental and private agencies have been working to combat them for many years. And there exists in Hough a core of concerned leadership -- but this indigenous strength greatly needs more support from resources outside the community.

"Despite all the efforts in Hough, the fact remained that conditions were getting worse, not better," said Tom McCullough, executive director of the Cleveland Welfare Federation. "It was a recognition of this fact by the public and by community leaders that made possible the more concentrated, coordinated, effort that we now have."

City Organizes for Broad Attack on Delinquency

In the autumn of 1961, spurred by the urgency of community youth problems, a high-level community meeting was held in Cleveland. Those present included Mayor Anthony J. Celebrezze; Frank M. Gorman, President of the Cuyahoga County Commissioners; Judge Albert A. Woldman, Presiding Judge of the Juvenile Court; Fred M. Hauserman, President of the Welfare Federation of Cleveland; Walter L. Davis, President of the Cleveland Board of Education; and Ray P. Martin, President of the Cuyahoga County Mayors and City Managers Association.

These meetings led to the creating of the Juvenile Delinquency Planning Board by the persons listed above. With attorney Paul Gnau as chairman, this board set out to plan and coordinate a demonstration project for the Hough area.

At the end of the 12-month planning operation, the board took a new name, Community Action for Youth, and chose as its board chairman, Thomas A. Burke, former Mayor of Cleveland and U.S. Senator who is now a Cleveland attorney and civic leader. In addition to the five public and private groups mentioned above, Associated Foundations, Inc., of Cleveland, was a founder of Community Action for Youth. The new organization's board of directors includes leaders of business, labor, and community affairs.

The creation of Community Action for Youth gave Cleveland a unique new structure to carry out a renewed attack on delinquency.

"This is the first time in Cleveland in a program of this kind that we've ever had working together the Welfare Federation, community groups, and the major governmental agencies," says Mr. Burke. "I think this will bring results."

Said Mayor Ralph Locher: "The fact that governmental, civic, and welfare organizations are cooperating in this way is in itself a major accomplishment. We have combined all our city's education, welfare and community services for an all-out attack on the causes of delinquency."

The new organization's first step was to hire staff of experts in research, community organization, education, vocational training, and other program areas. This staff, aided by personnel on loan from participating agencies, set out to prepare a demonstration proposal for Hough. The staff was, of course, responsible to C.A.Y. The planning operation was assisted by a $125,000 Delinquency Act grant made in April 1962.

Goals Selected

The first job was to pinpoint the goals of the project.

"A great deal of welfare services in the past have been based on someone's hunches," says Mr. McCullough. "When you begin a systematic program, you must use real facts to develop clear goals."

The project planners agreed, first, that to get at the roots of delinquency, society must offer expanded opportunities to underprivileged youth -- and at the same time must help those youths become able to take advantage of those opportunities.

It was also agreed that delinquency prevention involves many social organizations and "therefore is involved with the problems of organizations and the problems of relationships among organizations."

With these basic beliefs in mind, the staff spent several months examining the particular problems of Hough. This study led them to establish four specific goals for their project:

1) to decrease illegal behavior among youth,

2) to increase educational achievement,

3) to increase occupational achievement, and

4) to encourage the formation of male-based families.

Delinquency is worst, a staff report stated, "among the poorly educated, unskilled, and low-income families of the urban city. Here families are under the greatest pressures caused by recent changes in our economy, changes which are in turn changing the educational and training requirements for entrance or continuation in the labor force. Moreover, a great number of these families, being Negro, are also affected by the drastic consequences of present and past discrimination."

A Fresh Look at Youth and Their Needs

Hough was to become the testing ground for new approaches to delinquency prevention -- through a broad framework of youth development. It was agreed that the answer was not to pour, immediately, great sums of money into Hough. Rather, the need was seen to take stock of existing programs, to see what mistakes had been made, to see what had been left undone, to develop new ideas, to create new inter-agency ties, and to concentrate total community support behind the total effort.

This approach follows from the belief that delinquency results from many social ills: broken homes, inadequate schooling, school dropouts, youth unemployment, racial discrimination, slum housing and many more. Thus an attack on delinquency must be as broad as its sources. Policemen, judges, social workers, school teachers, clergymen, civic groups, public and private agencies -- all should work together in a united effort.

"We in the school system need help with our problems from social agencies," says James McCallister, president of Cleveland's Board of Education, "and we can reinforce the social workers. It's to our mutual benefit.

"I hear educators say 'We owe our children the best education,'" Mr. McCallister added. "I say we owe it to ourselves and to society. I look on this project as an investment from which we will get returns."

During the planning operation staff members were on loan from public and private agencies. Thus, a specialist from the Board of Education worked with staff in designing new school programs. Inter-agency committees worked on various parts of the planning operation.

The offices of the planning staff were in the center of Hough, and the staff was in continuous contact with the people they wanted to help.

Staff members held a series of conferences with people in Hough, such as the YMCA, community centers, churches, and neighborhood block organizations, to get their ideas on local attitudes and needs.

Simultaneously, Hough residents organized to demand enforcement of local housing codes; settlement houses provided places for students to study at night; the schools sent out liaison persons to visit student homes; and more prompt garbage pickups were obtained in Hough (at the same time, neighborhood clean-up crews were organized to collect trash off sidewalks and streets).

Knowledge for Future Action

Along with organization and program design, the project was conducting basic research on the Hough area to provide a baseline for measuring future change. The Welfare Federation provided valuable data on families it had worked with. The Hough Area Council also helped in collecting factual information and reporting local attitudes.

All this data was used to help design programs based on real -- not assumed -- needs, and will be used in the future to gauge the impact of the demonstration project.

Evaluation works on two levels. Individual program pieces that work in Hough will have passed a stiff test, and can be adapted in other parts of Cleveland and other cities throughout the nation.

On a broader scale, if the over-all demonstration project makes a significant dent in the problems of Hough, it will have proven the effectiveness of a comprehensive approach to delinquency prevention. "We hope that in the future,cities across the nation will be stronger for what we accomplish in Hough," said Mayor Locher.

Strength in Community Support

The planning process continued for 12 months, with strong support from many segments of the community. Problems arose, but in every case, the community commitment to the project overrode the problems, and agreements were reached.

"To get social change you have to bring together people of different viewpoints," said Mr. McCullough, "and this is bound to cause conflict. But out of that conflict come the relationships needed for progress.

"As the result of our planning period we have created new relationships -- between the various governmental agencies, and between governmental and private agencies. These agencies are now closer together than they have ever been, and they are ready for a joint attack on the problems in Hough."

The project's greatest crisis came after the completed proposal had received Federal approval and a $1 million Delinquency Act grant had been approved to put the plan into action. The Federal grant was conditioned upon another $1 million, in funds and staff services, being provided from local sources.

But at one point doubt arose that the local money could be raised. Immediately both Cleveland daily newspapers spoke out strongly in favor of the project.

"The plan is worthwhile and the local money must be forthcoming," said the Plain-Dealer.

"Sponsors of the Hough program must now stand behind it by finding the money-means of putting it into action," said the Press.

The money was soon found.

With the final, and basic, issue of funding settled, the Cleveland proposal -- which filled 300 closely-typed pages -- could move into action.

Community in Action

Community Action for Youth's demonstration project is concentrating more than 40 new and expanded services in Hough. These programs include:

Employment Programs

*** An Occupational Counseling Center will provide job testing and counseling, remedial education, job orientation courses, job referral, and will carry out employment programs.

*** The Center will offer day and evening remedial education classes for dropouts and will sponsor six-week employment orientation classes, short-term, skill-training units, and work crews of six or eight boys who will be paid for such jobs as apartment house clean-ups, gardening, and snow removal. A final stage of the employment program will be on-the-job training in business and industry.

Pre-School Family Nursery

*** On an experimental basis, the Demonstration Project will sponsor a half-day, five-day-a-week nursery program emphasizing learning readiness, which will involve about 360 children over a three-year period.

This program recognizes that children from underprivileged families are rarely as well prepared for entering school as children from middle class homes.

School Programs

*** A Pre-Kindergarten Readiness Program will stress trips outside the Hough area, story hours, and outdoor play for children age five.

*** In Hough's seven elementary schools, a Communication Skills Improvement program will be started. A special language arts teacher will work half-time in each school to diagnose students' language problems.

*** A Classroom Library program will start small libraries in each elementary school classroom to make books more accessible in an area where there is not great interest in reading.

*** An existing program at Addison Junior High will be expanded in which 9th graders, identified as potential dropouts, attend special classes in a wood production shop and a home economics laboratory. The purpose is to interest them in staying in school or, if they drop out, to give them some beginning job skills.

*** Special classes will be developed in junior and senior high schools for students with serious disciplinary problems, including those who are awaiting court action on a juvenile offense. If these boys can be kept in school, there is hope of helping them; if they are expelled for their behavior, only more trouble can be expected.

Public Welfare Programs

*** To bring the services of the Welfare Department closer to the people of Hough, and make possible experimental approaches to helping families, the Demonstration Project will establish a District Public Welfare Office. Acute child neglect cases will receive high priority. The new office will allow more intensive service than is now possible with caseloads of more than 100 cases per worker.

Court and Corrections Programs

*** New Programs will be started for boys on Juvenile Court probation, including a six-month work camp program in cooperation with the Park Department. Other probation and parole programs will be developed with the Cleveland Boys School and the Blossom Hill School for Girls.

Special Treatment Programs

*** A program for pregnant, unmarried girls will include pre-natal medical service, casework service, and a day care program.

*** Group work sessions for aggressive elementary school boys will be held after school and on Saturdays.

*** A day camp for early adolescent boys and girls with school problems will combine education, group work, counseling and work training.

Community Support Programs

*** The Demonstration Project will pay half the cost of part-time group leaders for such local agencies as the YMCA, Scouts, and church-sponsored groups that want to extend their regular group activities for youth. This program recognizes the importance of strengthening outstanding existing community services.

There are all these programs, and more, all designed to work together toward increased youth opportunity in Hough. The programs will be phased in during the Fall of 1963.

The $1 million Federal grant became effective July 1, 1963. Along with the local $1 million, in funds and services, it will support the first year of the three-year demonstration. The local contribution came from the City of Cleveland, Cuyahoga County, the Board of Education, the Community Chest, and Associated Foundations. Community Action for Youth will re-apply for additional Federal funds for the second and third years of the demonstration.

A demonstration project is an experiment. The programs outlined above will change as evaluation and experience show that some parts succeed and other parts do not.

The men and women who make up Community Action for Youth do not pretend to have all the answers. But they do believe they have made the soundest possible beginning to an ambitious, long-range effort. An anti-delinquency project which stresses pre-school and elementary school programs is not expecting overnight results -- it is building for results in the decades to come.

"We all believe we're going at the problem in the right way, with the right people," said Mr. Burke, "and if anything can be done, this will do it."

Community Action for Youth recently made application for a grant of several hundred thousand dollars under the Manpower Development and Training Act. These funds would be used to support part of the job training programs in the demonstration project. At this writing, final approval of the MDTA grant has not been made, but is expected.

The Community Action for Youth structure could be used to carry out youth programs in other parts of Cleveland, and to apply for grants from other Federal agencies and private foundations.

By marshalling the power of the city and county governments, the school system, the juvenile court, private social agencies, and business, labor, and civic groups, Community Action for Youth provides a vehicle of community leadership which can play many important roles in the future.

NEW HAVEN, CONNECTICUT

Community leaders in New Haven, Connecticut, after launching a massive urban renewal program in the 1950s, have turned their attention in the '60s to an equally ambitious program of "human renewal."

In the urban renewal program, by the end of this year, $143 million will have been spent on city-wide slum clearance and new construction. Entire slums have been removed and replaced by new office buildings, shops, hotels, and department stores.

This redevelopment has already had an impact on the city's economic health: thousands of new jobs have been provided, and the new construction has raised the city's tax base from $944,000 to $2.7 million.

The leaders of New Haven did not rest on these physical accomplishments, however.

Early in 1962, Community Progress, Inc., (CPI) was formed to coordinate a human renewal effort. CPI is sponsored by Mayor Richard Lee, the Board of Education, the Community Council, the Redevelopment Agency, the United Fund, the Citizens' Action Commission, and Yale University.

"New Haven has been in the forefront of physical redevelopment of slums,but we know there are complications," said Harold Pierce, Chairman of the Board of CPI and president of the Union New Haven Trust Company. "When you tear down slums, you have to show the people in them they're respected, not just shunted around. For example, figures indicated to us that school dropouts increased as a result of redevelopment."

"Human Renewal" Program Launched

CPI is concentrating its efforts in six areas of New Haven where virtually all of the city's social problems are concentrated. The six neighborhoods are Hill, Dwight, Wooster Square, Fair Haven, Dixwell, and Newhallville.

These target areas contain about 90,000 people, or 60% of the city population. In them, in 1960, there were 35.3 juvenile court referrals per 1000 persons age 7 to 15. In the rest of the city, the rate was 16.5 per 1000.

These areas also account for the great majority of the city's high school dropouts, which increased from 7.3% of the high school student population in the 1957-58 school year to 9.5% in 1960-61.

In these areas, 32% of the families had incomes of less than $4000 in 1959, compared with 18% of the families in the New Haven metropolitan area.

Another factor of concern to New Haven leaders is that, because of today's changing job market requirements, the city in a recent year had 6,700 unemployed although 3,500 jobs were unfilled for lack of skilled applicants.

The six neighborhoods also lagged in educational achievement, with persons 25 and older having a median education of about 9.3 years, two years less than the metropolitan average.

A final factor needing consideration was in-migration. Between 1950 and 1960, as Negro population in all of the city increased from 6% to 15%, the proportion of Negroes in each of six areas increased as follows: Fair Haven, 1% to 4%; Hill, 1% to 11%; Dwight, 8% to 22%; Wooster Square, 7% to 22%; Newhallville, 3% to 42%; and Dixwell, 62% to 73%.

All of these factors were of concern to CPI as it undertook its program of human renewal.

Youth Development Program Started

Early in 1962, Community Progress, Inc., applied for and received a one-year, $165,000 Delinquency Act grant to plan a Juvenile Delinquency Prevention and Youth Development Program as a part of the broad program for community progress.

Goals for the youth programs were defined:

1. To provide ways in which youth can achieve success in occupation, education, and personal conduct.
2. To work with youth who are failing in order to remedy their difficulties.

A three-point strategy was agreed upon to reach these goals:

1. Mass and group activities should be emphasized rather than individualized services.
2. Action should be carried out through the community's basic institutions (particularly educational, economic, leisure-time, law

enforcement and correctional, and social service institutions).

3. The strengths of the inner-city should be utilized (such as racial pride and family ties).

New and Expanded Youth Services

With these guidelines in mind, the staff developed a broad set of services for youth aged 10-21 in the six-neighborhood target area. These services include:

Education Programs

Six new schools in the target areas have been designated by the Board of Education as Community Schools. Besides being an educational center for children and adults, each school will be a community center where citizens of all ages can enjoy arts and crafts, civic meetings, and other leisure-time activities; a service center, where families and individuals may go for health services, counseling and employment aid; and a center of community life, assisting citizens in solving important neighborhood problems.

Within this framework, two groups of school programs have been developed, the first stressing remedial education, the second having an occupational orientation, with stress on work-study programs.

School Programs

The group of remedial education programs include:

*** Operation Five and Six, an experimental program to prevent future dropouts and raise achievement levels in the fifth and sixth grades. Three groups of 100 students will receive programmed learning, personal reading help, and special math instruction.

*** In the seventh and eighth grades of two schools, parents will attend their children's classes once a week and will be offered special classes to understand better their children's school work and strengthen school-home ties.

*** A pilot junior high school program will give individual attention to students based on their abilities and needs; it will include speed reading, a "great books" course, and job orientation.

*** An informal remedial reading program for potential dropouts in one junior high will be compared with the results of traditional, more formal remedial reading courses.

*** A special half-day summer school program this summer attracted 2000 boys and girls, despite the fact that the students receive no grades or credit -- only a chance to get informal, personal attention.

Work-Study Programs

*** A Ninth Grade work-study program with (a) custodial work for potential dropouts, with training in furniture repair, painting, landscaping, etc., to be developed with the Custodians Union; (b) for boys with more ability, science programs including work on laboratory experiments and care of lab equipment; (c) girls with below average ability will do school cafeteria work, such as preparing food and serving at guest luncheons; (d) girls with above average ability will work as teachers' helpers in primary grades.

*** High School Pre-Vocational Course, for boys rejected by the State Regional Technical School, intensive afternoon vocational training in drafting, machine shop, math, etc.

*** Study Clinics, in six junior and senior high school libraries, will have teachers and adult and student volunteers to assist and tutor students from 7 to 9 p.m., three nights per week.

*** Job Placement -- the State Employment Service will place a job counselor in each high school to help students find after-school work.

*** Recreation Leaders -- teenage leaders will be used in recreation programs for younger children after school and in the summer.

*** Youth Jobs, Inc. -- In cooperation with Junior Achievement, a job contracting shop is being set up by 15-18 year olds who will do light assembly work and related jobs for local businesses.

Employment Programs

The goal of the employment program is to provide jobs and job training while treating each youth as an individual and helping him find the work best suited for him. Youth employment programs include:

*** Neighborhood Employment Services will provide service to unemployed youth and adults who would not go to the downtown office of the Employment Service for help. The service will be staffed by CPI vocational counselors and a placement interviewer from the State Employment Service. Applicants will be placed in jobs if possible; some youths will be encouraged to return to school; others will be enrolled in job training programs.

*** A training program for one hundred 16 and 17 year old dropouts will include a six-month, five-day-a-week program that is half classwork and half on-the-job training. A similar program will be held for 300 unemployed youth aged 18-21.

*** Home Town Corps -- a subsidized work program for boys 16 and 17; they will work in crews of ten on maintenance, repair and landscaping for municipal department and voluntary agencies. Pay will range up to $1 an hour. Two crews are working in settlement houses this summer in a pilot program financed by the New Haven Foundation.

Law Enforcement and Correctional Programs

In this field, existing police and court programs will work closely with neighborhood and community school programs. In the first year, 300 delinquents will be offered educational, employment, and counseling services. To carry out this intensified service, three police officers will be added to the Youth Division, and one probation officer and two probation aides will be added to the Juvenile Court staff.

Family and Neighborhood Programs

The two aims of this program are to coordinate existing welfare services and to develop a corps of non-professional workers to help target area families. To do this, 12 neighborhood workers, who are from the target area, will be hired and perform such jobs as recruiting for job programs, helping in recreation programs, and assisting community organization programs.

Leisure-Time Programs

These programs will be worked out by neighborhood residents and social agency staffs. Each neighborhood must share half the cost of new programs, in cash or volunteer services.

Some new programs will be started and some existing agency programs will be expanded. The programs include:

*** Sports, arts and crafts, dances, trips, and contests for individuals and groups, with target area residents prominently involved.

*** A new high school intra-mural program will be started, with sports for boys and girls from all social backgrounds.

*** Teen Lounges will be opened in schools and private agencies. Operated by teenagers, with adult guidance, they will recruit youths who belong to no organized groups. The lounges will be used to encourage Youth Councils whereby youth may participate in community activities.

*** National Youth Groups -- CPI staff will help community adults sponsor national programs such as the Boy Scouts.

These youth programs will operate along side of CPI's other programs in adult job retraining, public health, rehabilitation of families on relief, and neighborhood improvement.

This plan for community improvement, backed by the leadership represented in CPI, has attracted widespread interest and support. The total program thus far has received funds from seven sources.

*** A $2.5 million, three-year grant from the Ford Foundation.

*** A $165,000 Delinquency Act grant to plan the Youth Development program. Final action is now pending on a $800,000 Delinquency Act demonstration grant for the first year of the youth program. Several parts of the Youth Development program and the other programs are already in action with other funds.

*** A $100,000, three-year grant from the New Haven Foundation.

*** More than $600,000 from the New Haven Board of Education to support new school programs over a three-year period.

*** About $333,000 from the New Haven Redevelopment Agency for a three-year period.

*** A grant of $175,000 from the U. S. Housing and Home Finance Agency for housing programs.

*** A U. S. Department of Labor grant under the Manpower Development and Training Act of about $300,000 to train 400 out-of-school youth as a part of the Youth Development program.

Important support has also been given by Connecticut Governor John Dempsey and State agencies. Four State Departments -- Education, Labor, Welfare, and Health -- are actively involved in various parts of the CPI program.

"Through the administrative structure of CPI we have the coalition of forces that makes success possible," says one top staff member. "The sources of funds -- local, State, Federal, and private -- realize this."

Community leaders also view CPI as a way to get maximum results out of a wide variety of programs and services. "I'm very glad we're attacking the problem on several fronts," said CPI Chairman Pierce. "Through CPI, there is less overlapping and fewer blank spots where no one is doing the job.

"We have been able to bring about change. We're trying exciting new approaches, in housing, education, and community programs. We're hoping for dramatic results when this is over."

BOSTON, MASSACHUSETTS

"Planning for the control of delinquency in Boston will be stronger because it will take place within an over-all program to deal with poverty, dependency, ill health and family breakdown. Delinquency cannot be isolated from those problems."

This is the opinion of Charles I. Schottland, former U.S. Commissioner of Social Security and Dean of the School of Social Welfare at Brandeis University. Dr. Schottland is President of Action for Boston Community Development (ABCD), which is guiding a massive attack on social problems in Boston.

The ABCD program, aided by local, state, Federal and foundation funds, is concentrating its efforts in four high-problem neighborhoods of Boston: Roxbury, Charlestown, South End and Dorchester North.

These four areas have a population of 250,000, about one-third of the total city population. They have about 40% of the city's youth aged 7 to 16. And in a recent three-year period, they accounted for 55.9% of the city's juvenile court cases.

In all four areas, average family incomes are below the all-city average of $5747, and they are also all below the average education level of 11.2 years. Sixty-eight percent of the children receiving ADC payments in Boston are from these four neighborhoods.

Physical as well as human problems afflict these four neighborhoods. In all of Boston, according to the 1960 Census, 20.8% of the housing was classified as dilapidated. In these four neighborhoods the percentage of dilapidation was: Roxbury, 40.7%; Charlestown, 29.3%; South End, 52% and Dorchester North, 17.8%.

These areas, particularly Roxbury, South End and Charlestown, have been given high priority in the multi-million dollar urban renewal program now underway in Boston. It is estimated that 2000 families a year will be relocated by this program.

When this giant renewal program started two years ago, there was a strong conviction on the part of Boston Mayor John F. Collins and many community leaders that urban renewal would be incomplete -- perhaps ineffective -- if human needs were not met at the same time.

This concern led to the organization of ABCD, which is guided by a 35-man Board of Directors that includes Mayor Collins and representatives of state and city agencies, private welfare agencies, business, labor, religious and community groups.

The Board is assisted by a Program Advisory Committee which includes representatives of the Massachusetts Division of Youth Service, the Youth Activities Bureau of Boston, the Boston public schools, United Community Services of Metropolitan Boston, the juvenile court -- with the probation department -- the Boston Police Department and several private youth-serving agencies.

In the fall of 1962, ABCD received a $1.9 million Ford Foundation grant to carry out a broad community social and educational improvement program and a $159,000 Delinquency Act grant to prepare an anti-delinquency demonstration project. The goal of the demonstration project is to coordinate existing programs and test new programs and to evaluate the results. Successful programs can then be applied in other areas. These closely related programs, Mayor Collins said, would enable Boston to "re-emerge as a great laboratory for solving human problems."

To carry out this program, ABCD has assembled a staff of experts in the fields of public administration, social welfare, research, education, employment and housing who are assisted by consultants from community agencies and Harvard, Boston, and Brandeis universities. The four neighborhoods described above were chosen as the target areas for the new program.

The Ford and Federal grants have similar goals. However, the Ford funds will go for a variety of programs for persons of all ages, whereas the Delinquency Act grant will be used for programs more directly concerned with problem youth between the ages of 13 and 18.

In discussing the goals of the youth project, Dr. Robert Perlman, program director, explains its aim in this way: "We find that most delinquents come from unstable families -- where there is chronic unemployment, or no father in the home, or other disrupting factors. The children are likely to repeat the pattern unless something is done. We must prepare them for school, for employment, for stable marriages and bringing up families. One way to do this is to give them responsibility and training now, while they are in their teens."

Thus, the youth phase of the project operates on the belief that delinquency has not an easy answer, but springs from many sources -- including broken homes, school dropouts, discrimination, lack of job opportunities -- and all these problems must be attacked together to get at the roots of delinquency.

A main job of ABCD was to bring together Boston's many resources for a united attack on these problems. Dr. Perlman states frankly: "This program is obviously designed to bring about changes and improvements in the community and its services and programs. Change may well be necessary, but it is also discomforting and frightening. The prospect of change breeds defensiveness and resistance in many quarters."

One obvious way to overcome resistance to needed changes is to involve institutions and agencies in planning those changes. As Arthur J. Gartland, a member of the Boston School Committee and a board member of ABCD, said: "The ABCD Board is a microcosm of the community. Its members reflect the economic, religious, racial and institutional makeup of Boston."

At the staff level, experienced workers from the Boston Public Schools, the Massachusetts Division of Youth Service, the Boston Youth Activities Bureau and the United Community Services of Metropolitan Boston have been assigned to work full time with the planning project.

The project will focus special attention on boys aged 13-18 in the target areas. These are the years of greatest vulnerability to delinquency and youth crime. The project will attempt, in its demonstration program, to reduce arrest rates among that age group. There will be programs for younger children and, under the Ford grant, for older persons, but project staff believes that the most meaningful evaluation of its demonstration can be obtained by measuring arrest changes among boys 13 to 18.

The large scale youth demonstration is not completely designed at this writing. However, projects in both education and youth employment that will be part of the total demonstration project are about to begin operation.

When school opens this September, four new programs, financed by the Ford grant, will be tested:

1) For the first time, there will be a pre-kindergarten program for underprivileged children from the target areas.

Operated by the school system, there will be one program in a South End elementary school and one in a Roxbury elementary school, each for 40 children.

2) An experimental reading program, which has been successful in a middle-income area junior high, will be started in three target area junior highs and three elementary schools. In this program, special reading teachers assist each classroom teacher, so that reading becomes a part of every subject and the entire school program is reading-oriented. The need for this is seen in the fact that most school failures and dropouts are poor readers.

3) Boston has never had guidance counselors in its junior high schools, and this year a staff of four counselors will begin work in target area junior highs. They will guide and advise the teachers who will work with youngsters, giving personal, educational and vocational guidance.

4) Four "school adjustment counselors" will begin work in three target area elementary schools. Working through the schools, their job will be to serve as a link between children and families who need services and the public and private agencies that can provide those services.

These four pilot school programs agree with an earlier statement made by Mr. Gartland: "It is clear that much of the emphasis will be on ways of strengthening the public school's handling of problems in the high delinquency areas of the city. Special training for teachers, expanded remedial reading, personal and vocational counseling, new teaching materials better geared to the needs of youngsters whose backgrounds do not prepare them to fit into our present school programs -- these are some of the directions in which we would like to move."

Another boost to the developing demonstration project is expected soon. ABCD has made application for a grant of over $300,000 under the Manpower Development and Training Act to start a job training program for more than 1600 youths in the target areas. Approval of this grant is pending at this writing. Various parts of the program would be carried out by the State Employment Service, the school system and several private agencies.

In addition to overseeing the total job training program, ABCD would have programs to help the graduates of the training programs find jobs in the labor market.

Although much remains to be done before Boston's demonstration project will be fully underway, local leaders share optimism that a solid beginning is being made:

"In the few months that ABCD and our Youth Project have been organized, we feel that they represent an effective partnership among public agencies, private organizations and the citizens of Boston", said Mr. Gartland.

"We are hopeful that this coordinated, comprehensive approach will produce substantial results in Boston and will lead to new knowledge and understanding that can be shared with other cities throughout the country", said Dr. Schottland.

Mayor Collins has called the project "an important step toward eliminating two community trouble spots: delinquent behavior and the loss of needed young talent. It is one more phase of the rebirth of Boston as the leader among American cities."

CHARLESTON, WEST VIRGINIA

Multi-level community support, ranging from high school classrooms to the halls of Congress, has gathered behind a new effort to curb delinquency and expand youth opportunities in Charleston, West Virginia.

This support is embodied in a new organization, Charleston Youth Community, Inc., (CYC) which was formed last year by leaders of Charleston and Kanawha County, including the Mayor of Charleston, the president of the Charleston Chamber of Commerce, mayors of several smaller communities in the county, heads of law enforcement agencies, the judges of the Juvenile and Intermediate Courts, the County Superintendent of Schools, the president of the School Board, members of the County Court, the president of the Kanawha Welfare Council, the presidents of two universities, and leaders of labor, business, and civic groups.

This group and its professional staff are now designing a program to help dropouts, unemployed youth, delinquents, and potential delinquents in both Charleston and Kanawha County.

Intermediate Court Judge William J. Thompson, president of CYC's 25-man board of directors, summed up the group's feeling by stating:

"If the scientists at Cape Canaveral can find ways of putting men in orbit, an enlightened community can find ways of halting the increasing trend of crime and delinquency."

The Charleston project has also had active support and encouragement from Congressman John M. Slack, Jr., and West Virginia's two Senators, Jennings Randolph and Robert Byrd.

The two Senators, at the outset of the project, said that the work to be done in Charleston will serve as a blueprint for "all West Virginia and other distressed Appalachian Region areas which are faced with youth problems."

Delinquency Only Part of the Problem

CYC's first concern is delinquency -- county juvenile court cases increased from 523 in 1955 to 797 in 1961 -- but its leaders know they must grapple with related problems that beset their county and State.

Kanawha County, which contains one-seventh of West Virginia's population, is an area of social contrast, where extremes of wealth and poverty exist side by side. The Kanawha Valley contains some of the world's most modern chemical plants, requiring highly skilled employees. Yet the people of the surrounding mountain regions, who should benefit from Charleston's industrial boom, are ill-equipped to do so. Thus, able-bodied, but unskilled, men walk the streets while skilled jobs go begging -- or go to workers recruited from outside the State.

School dropouts represent another nagging problem. Of the children entering the first grade in West Virginia in 1948, only 41% graduated in 1960 -- 59% dropped out along the way.

West Virginia Governor William W. Barron recently stated "Unemployed, out-of-school youth represent a symptom of the larger problem of West Virginia -- that of modernizing and up-dating everything that holds back progress."

With these broad youth problems in mind, CYC's goal is to prepare a demonstration program that can test new ways of dealing with these problems. CYC believes that an effective program must be comprehensive -- attacking the problems across the board with improved education, job training, social services, police and probation programs, and every other field relating to youth.

Target Areas Provide Contrast

For its demonstration project, CYC has chosen three target areas which typify the two sides of the community, urban and rural. These three are "The Triangle," near downtown Charleston, and the Cabin Creek and Elk communities in rural Kanawha County.

The first of these target areas begins at the western edge of downtown Charleston and ranges west for about two miles. It contains 47,662 people, 6,369 of them Negro. Its 1962 delinquency rate was 8.8 delinquents per 100 youths age 9 to 19. Its problems -- poverty, unemployment, inadequate housing, crime, and school dropouts -- are typical of those in many urban areas.

The two other target areas, Cabin Creek and Elk, are far from typical. The two communities are in the northeast corner of the county, about 15 miles from Charleston, but in many ways they are another world. The 38,000 inhabitants have little contact with Charleston. Small-scale farming and mining, plus occasional moonshining, are main occupations.

The unskilled young people of these areas often depart for Charleston, or other States, but finding no work they can do, return to their mountain homes.

There are high rates of illiteracy and school dropouts. The people are proud and independent, yet many of them are on relief. Delinquency rates are 4.45 per 100 youths for Cabin Creek and 8.2 for Elk.

CYC's current job is to build programs that can effectively help the youth of these diverse areas. CYC believes that such programs must be built on facts, not guesses, and for this reason, project staff has conducted intensive research into the problems of the areas.

Action-Research Provides Facts for Programs

This research effort was hampered by the fact that Charleston was the last city of its size that had not been divided into standardized census tracts. Financed by CYC and assisted by its staff, census tracts are now being drawn, a step that should help many future community efforts.

As a part of its investigation of the needs and attitudes of Charleston youth, CYC assigned a social worker to get to know youth in the target area near downtown Charleston. His role was much like that of a street club worker in New York, and he was well received by the youth of the area.

After a few weeks, CYC assigned the worker to stay permanently in the area, helping youth find jobs, counseling them, and overseeing recreation programs. This combined study-action program is called the Teenage Corner. Its success in the downtown area caused CYC to place another worker in Cabin Creek and Elk.

In its planning program, CYC is stressing the involvement of law-abiding local youth, and has initiated a program called "Principles of Democracy" in 12th grade classes in city and county schools. These students discussed and saw films on delinquency, and wrote essays on "Delinquency in Kanawha County."

In another youth involvement effort, student leaders from four high schools were interviewed on delinquency and youth opportunity. In three schools, class officers, top students, and team captains were interviewed. In the fourth school, however, a different type of "leader" was chosen -- the 12 most trouble-prone boys in school.

"We got some very useful information from them," says Gordon Jaeck, CYC project director. "They were much quicker than the college-bound students to point out deficiencies in the schools and in the community. They expressed themselves and their complaints much more freely."

Also, 25 high school and college students were employed this summer to conduct a series of interviews of community youth. The facts and attitudes gathered through these interviews will be used to build programs that take a realistic approach to the needs of youth.

Baynard F. Ennis, a writer for the Charleston Gazette-Mail, said in an article on this "youth-to-youth" effort:

"Quite logically, it would seem, Charleston Youth Community is going to rely a great deal on what boys and girls have to say in connection with its study of the causes of youth crime and delinquency in Kanawha County.

"The announcement of this design came as somewhat of a surprise to this writer the other day, but it certainly bears all of the earmarks of common sense."

CYC staff also assisted a juvenile council of the suburban St. Albans community to establish the St. Albans Youth Employment Council. With the motto "We Can Do A Little of Everything," some young people organized an odd-jobs (baby sitting, lawn work, car washing) program. By mid-June, 83 young people had worked 1117 hours and earned $1,210.91. The program got a boost when the city government loaned it an empty jail cell to use as headquarters.

CYC staff, impressed by this program, hopes an expanded, county-wide version can be included in their demonstration program.

The staff is also working with indigenous leaders in the predominantly Negro Triangle area to form a Community Council which could work for community improvements.

Staff also hopes to develop with the Intermediate Court probation department a program to give intensive treatment to men who are on probation and who are not supporting their families.

All of these efforts -- community organization, research, program design -- are part of the work that is leading to

CYC's complete demonstration program. CYC hopes to have its action plan ready by the end of 1963. It will then seek local, State, Federal, and private funds to put its plan into action. The research data gatherd during the planning phase would then be used to measure the success of the action program.

The leaders of the CYC program believe that solid accomplishments have been made toward an effective program. Judge Thompson says:

"Determined citizens can find ways to solve, at least partially, this age-old problem so that more and more of our youth succeed legitimately. We members of Charleston Youth Community are fully aware that answers to many of the problems confronting us are not easy to come by. However, we are ambitious and we are determined."

HOUSTON, TEXAS

Few American cities enjoy more prosperity than Houston, Texas. One writer recently described Houston as having "a boom within a boom"-- the boom of its new space industry added to its long-time dominance in the oil and shipping industries.

In its rich suburbs $50,000 homes stretch almost endlessly, and the shining buildings in downtown Houston are further evidence of the prevailing prosperity.

Yet the visitor who leaves his downtown hotel and takes a five-minute taxi ride north, out Dallas or Washington Streets, enters a different Houston. Here, just north of the Buffalo Bayou, is an area with 73,000 people (27,000 of them under 18) that ranks in the bottom fourth of the city in income, educational achievement, unemployment, and housing conditions.

In this area -- which is about 50% Negro, 25% Latin-American -- delinquency rates are four times the city average of 3.3 per 100 youth. Here, too, three times as many young offenders become repeaters than the all-city average of 9%.

North Houston is the focal point for a community-wide rise in juvenile delinquency which, as in many cities, has reached alarming proportions. From 1956 to 1961, official and unofficial cases disposed of by Houston juvenile courts nearly doubled, from 3,073 to 5,643.

One prominent community leader, J. Robert Reynaud, a vice-president of the Prudential Insurance Company and current president of the Community Council, says: "I am personally obsessed by the delinquency that is developing right under our noses here in Houston."

Mr. Reynaud is among the community leaders who have organized to take action against delinquency and have chosen the North Houston area as the target for a demonstration project that will test new programs in education, employment, recreation, social services, and other fields affecting youth development.

Community Unites to Combat Delinquency

This effort began early in 1962 when leaders of the University of Houston and the Community Council of Houston and Harris County founded a new organization, Greater Houston Action for Youth, with a board of directors of community leaders selected to make policy. This new structure combined the academic knowledge of the university, the social service experience of the Community Council, and the influence of top community leaders, including the Mayor, the County Judge, the president of the Board of Education, and other influential persons. This group is headed by General Robert M. Ives, a retired army officer who is a prominent businessman and civic leader.

Mr. Reynaud, a member of the group's Executive Committee says of the new organization:

"I think that everyone now realizes that you cannot have a program without these three essential ingredients: the theorists, the experienced social workers, and the lay people who give top-level support.

"Out of this has come awareness on all sides -- we see the need for each other and have a new respect all around. I am now very much more a supporter of the program than I was in the beginning. I see the groundwork for terrific possibilities here."

A professional staff, responsible to the policy group, was assembled, with many of its members coming from the university and the Community Council. After the target area was selected, the staff's job was to pinpoint the problems of the target area, establish guidelines for meeting those problems, develop new programs, gather research data, and to seek increased cooperation among existing agency services.

"Self-help" and Employment Stressed

This staff, headed by Mrs. Helen Lewis, executive coordinator, Dr. Richard Evans of the University of Houston, project director, and Joseph Zarefsky of the Community Council, project co-director, established three basic goals for the project:

First, through community organization programs, the people of the target area must be encouraged to play a greater role in solving their own problems.

Second, youth must be made more aware of existing job opportunities, and through education and job training programs must be motivated and qualified to grasp those opportunities.

Third, the project must counteract the trend among many social agencies to move away from services to hard-to-reach adolescents and delinquents.

A basic "self-help" concept is implicit in the Houston program at two levels: first, in the belief that target area residents must have maximum involvement in helping solve their own problems; second, in the belief that members of Houston's affluent society have a strong responsibility to assist the have-nots in the slums of North Houston.

Says General Ives: "There is a traditional independence among Texans and Southwesterners. We feel that we will take care of our own. Thus we have prominent people donating their time to this project, accepting responsibility for solving community problems."

Target Community Involved

At the staff level, first steps included extensive meetings with leaders of the target area -- school principals, union representatives, ministers -- and with many average adults and teenagers.

"A main goal is to seek out indigenous leadership -- to find out who the people pay attention to," says Dr. Evans. "It may be a minister, or it may be a man who runs a gas station. We need the ideas and involvement of these people."

Three veteran social workers who have worked for years in North Houston -- two of them were born there -- are key figures in this effort at community organization.

One of them is Sam Price, a Negro settlement house director who is now working half-time with GHAY. Mr. Price has already stimulated one program that fits well with the project's "self-help" concept.

Price says that although some employers still discriminate against Negro youth, the biggest problem is finding boys qualified to fill the many jobs that are available. He had found in the close-knit Negro community on the eastern side of the target area a wide-spread desire to do something about youth unemployment.

"I've talked to twenty Negro craftsmen -- carpenters, auto mechanics, plumbers, home builders -- who say they will teach skills to dropouts in their spare time."

Price has already stimulated one such project. A young Negro college instructor -- who also grew up in the neighborhood -- has since May been meeting one night a week with 19 dropouts, teaching them the basic skills needed to operate business machines. Price says businessmen have assured him there will be jobs for the boys if they master the skills.

Along with this community organization effort, staff members have been working with many community agencies to gain the cooperation that is needed for a coordinated demonstration project.

"We're seeing much more of a cooperative relationship between the various groups," says General Ives. "We have our feet on the ground and we're gaining acceptance from key people in Houston."

Dr. Evans adds: "One of the great advantages we have here is that it's a young city. There is a lack of rigidity. The agencies are willing to try new ideas."

Other Programs Planned

A major role is seen for Houston's schools in the demonstration project. In cooperation with school officials, project staff has proposed a wide array of new programs, including: a special summer program with informal classes and field trips; new remedial reading courses; ending tuition costs for illiterate adults; keeping some schools open 12 hours a day, throughout the year, for community activities; and starting new school-work programs and vocational training programs.

The Houston Board of Education is keenly interested in the forthcoming demonstration project, said its president, Joe Kelly Butler:

"The Houston school system is proud of its existing 'talent preservation' program to prevent dropouts," Mr. Butler said, "and this seems to fit in the over-all demonstration plan. I think it all fits a pattern. Getting dropouts back into school won't do the job if you don't have something new for them when they return. We must re-interest children in school and motivate them toward vocational training."

Other planning efforts include involving industry in new job training programs, establishing better relations between target area residents and the police, and expanding the local Boy Scout program, in an area where many boys need guidance but few can afford uniforms or camping equipment.

TV Stimulates Community Support

Throughout the planning phase, Houstonians have been kept aware of its progress and goals by a unique communications campaign. A series of films, directed by Dr. Evans, has portrayed delinquency case histories, methods of delinquency prevention, and discussions of the problem by local leaders. The films have been given prime-time showings on all of Houston's commercial television stations and one of them, "The Lonely Ones," won a national award as the best film of its kind for the year.

Evans, who has had a program on Houston's ETV station for ten years, comments, "I've never known a show to have such an impact. People in Houston are excited about this project -- and if you want large-scale community change, you have to get real community understanding."

The goal of this planning activity, which Houston Congressman Albert Thomas called "an investment in the future," is to concentrate in the North Houston area a variety of new and expanded youth programs which can be tested and, if proven successful, can be applied in other parts of Houston and of the nation.

The past year of planning has been supported by a $260,000 Delinquency Act grant. Mrs. Lewis says the plans for the demonstration proposal are now beginning to be fitted together and the action plan should be ready for review in late summer.

"We're very excited about what we've done," says Mrs. Lewis. "It has taken a lot of work, and there have been plenty of problems, but we think important results are coming.

MINNEAPOLIS, MINNESOTA

Minneapolis, compared with other large cities, does not have a serious juvenile delinquency problem, and local leaders want to keep it that way.

The local delinquency rate increased only slightly -- from 47 to 48.8 delinquents per 1000 youths -- between 1955 and 1960. Yet the rate of repeaters among delinquents is alarmingly high. In 1960, 46 of every 100 juveniles arrested had a prior arrest record.

Minneapolis leaders, aware of this high repeater rate, as well as the coming juvenile population explosion, decided to take action before the delinquency problem got worse.

The Community Mobilizes

In the fall of 1961, Mayor Arthur Naftalin met with representatives of the school system, Health and Welfare Council, State Employment Service, police department, county probation service, University of Minnesota, and welfare agencies to organize a new community campaign to prevent future delinquency.

As a result of these meetings, the Health and Welfare Council, on behalf of the entire community, applied for, and received, a $149,845 Delinquency Act grant to plan an anti-delinquency demonstration project.

To guide this project, a 45-member Board of Directors was formed, including 13 community leaders, two union officials, six representatives of city government, 11 representatives of private welfare agencies, five members of the University of Minnesota faculty, five representatives of the police and juvenile court, and three from the school system. Alan Moore, vice-president of the First National Bank, was named Chairman of the Board.

It was agreed that a demonstration project should be designed which would coordinate public and private youth services in problem neighborhoods in a comprehensive attack on the roots of delinquency, dropouts, unemployment, and other youth problems.

Jobs for the Future Stressed

Special emphasis was placed on the need to educate and train youths for the job opportunities that will be available in the years to come.

Said Herbert D. Bissell, a board member and a vice president of Minneapolis-Honeywell: "Even now we cannot get the highly trained men we need. It is going to get worse unless we do something to keep young people in school or see they are adequately trained to lead productive lives."

Another board member, Marshall Diebold, vice-president of Northrup King Seed Company, said: "A few years ago we used to hire 2000 youngsters each summer to de-tassel corn. Now we have a sterile corn that doesn't have tassels and we don't hire those kids any more. I often wonder what they do now. Training young people for jobs is difficult, but we have to do it."

Target Areas Selected

A professional staff was hired to prepare the demonstration project, headed by Larry Harris, a former gang worker from St. Paul and Minneapolis agencies. As target areas for the demonstration project, two neighborhoods -- the Near Northside and Powderhorn -- were chosen. In addition, buffer areas adjoining the target areas were designated to provide continuing service to highly mobile families.

The two target areas have the city's highest delinquency rates. Housing is dilapidated, recreation facilities are inadequate and migration is high. According to census data 22 percent of the Near Northside and 5.25 percent of the Powderhorn population is non-white compared to a city-wide rate of 3.2 percent. Indians and Negroes compose the non-white group which has a disproportioned share of hard-core problems. Over 20 percent of the families make less than $3000 a year. Almost half the adults have 8 years or less of education. Ten percent of the students in one junior high are on probation.

Local Groups Aid in Fact-Gathering

Early in the planning operation, project staff began a depth study of the problems, needs and attitudes of the people in the target areas. Several community groups assisted the staff in gathering information:

*** Three high school students conducted a survey of 100 dropouts from South High School to discover why they dropped out and what happened to them. The Optimist Club paid the costs of the project. Results of the survey will be used as guidelines for programs to prevent dropouts.

*** Women's Chamber of Commerce has joined with the Youth Development Project in surveying private employment agencies to determine the extent to which they serve youth, particularly dropouts.

*** The public schools are cooperating with the project in studying the amount and pattern of mobility of sixth grade graduates in 1962. This will be important in planning programs to reach the maximum number of youth.

*** The Northside Community Council is conducting a door-to-door survey to discover the extent of unemployment among 16-20 year olds in a census tract on the Near Northside. Augsburg College sociology students will collect the data under the supervision of Youth Development Staff.

*** Eighteen organizations involved in behavioral research in the Twin Cities area were brought together by Youth Development Project staff to prevent overlapping and to share information and findings.

New Program Ideas

With the data obtained from these and other studies, the project began developing specific programs. The same community cooperation has been evident in this phase of the project.

*** Eighteen labor leaders met to discuss the role of labor in dealing with youth unemployment, the first time they had ever considered this problem as a group. A follow up meeting was held between labor representatives and school counselors to explore ways of preparing youth for the job market.

*** Teenage councils have suggested working with younger children and fostering better communication with parents as two program ideas.

*** School groups have submitted over 60 ideas for programs, ranging from physical education for lower-class children to courses for parents to help their children study.

*** In a test project, women church volunteers are working with the first to third grades in reading after school.

*** Middle class suburban churches may work with target area churches to help strengthen their programs.

*** The United Fund Project Priorities Committee has agreed to work closely with the Youth Development Project as it develops priorities for service.

Other programs proposed include:

*** Coordinating services for Indians and using successful Indians to orient newcomers to the community.

*** A training program for foster parents of problem teenagers. This program would help reduce the turnover rate in existing foster homes and attract new foster parents. The Family and Children's Service, Hennepin County Welfare Department, Lutheran Social Services and Catholic Social Services will participate in developing the training program.

*** One hundred boys a year from the target areas are institutionalized at the Hennepin County Home School for Boys. A pre-release coordinator will be appointed to work with teachers, parents, probation officers, and other neighborhood groups to plan a program to prepare boys for their return to the community.

*** An institute on the problems of deprived children is being held at the University of Minnesota this summer for 25 school principals. Ten of the principals are from the target and buffer areas.

*** The newly established University of Minnesota training center will cooperate closely with the Youth Development Project in planning and conducting training programs for youth workers and community leaders.

During the next few months, the Youth Development Project will continue to plan programs and seek commitments from public and private agencies to carry them out. Funds will be sought from local, State and Federal sources, both public and private.

In the words of Mayor Arthur Naftalin: "We are optimistic that the work begun under the Youth Development Project will result in the continued cooperation of community groups in helping young people. I am much impressed by the progress the Project has made in our city. All major governmental agencies as well as our voluntary welfare organizations have worked together in close coordination to give direction and support to the Project."

PHILADELPHIA, PENNSYLVANIA

"The need for new approaches to the human and social problems of our cities has been apparent for some time," Mayor James Tate of Philadelphia said recently.

With this belief in mind, leaders of the old and proud city of Philadelphia are mobilizing their resources for a massive new attack on the causes of juvenile delinquency and other social ills.

To head this campaign, a new community organization, the Philadelphia Council for Community Advancement (PCCA) has been formed. PCCA represents the City government, the Board of Education, the State of Pennsylvania, the Health and Welfare Council, Temple and Pennsylvania universities, business, labor, and several citizens' groups.

This leadership group, and its professional staff, are now designing a broad demonstration project for North Philadelphia. The goal is to develop a variety of new programs -- in education, recreation, social service, and related fields -- in the North Philadelphia target area, to concentrate full community support behind those programs, to evaluate their success, and to apply successful programs in other problem areas of the city.

Areas of Need

PCCA's North Philadelphia target is an area in great need of improvement:

*** Its dropout rate is 65-70%, compared with a 37% citywide average.

*** A survey of one 12-block section revealed 80% of the youth out of school and out of work.

*** In another hard-core section of the area, which is 70% Negro, six out of ten boys will have a police record by their 18th birthday.

*** More than 20% of the births in the area are illegitimate.

Leaders Join in Total Community Program

The Philadelphia lead 's believed that deep-set social problems such as these could not be reduced without full community involvement in a systematic, long-range program. The first step in their current effort came in November 1960, when representatives of the Ford Foundation met with heads of public and private agencies and area universities to discuss new programs for deprived neighborhoods.

As a result of this meeting, Temple University personnel were asked to develop a broad action plan for community development in North Philadelphia.

Another important step came early in 1962 when, shortly after it was formed, PCCA received a $165,000 Delinquency Act grant to develop an anti-delinquency demonstration project. The research information and program directions outlined in the Temple University plan was a main reason PCCA qualified for the Delinquency Act grant.

Another factor was the solid evidence of community support to the project. The PCCA program was endorsed by former Mayor Richardson Dilworth; Mayor Tate; then Governor David Lawrence; Senators Joseph S. Clark and Hugh Scott; Alfred H. Williams, Chairman, Greater Philadelphia Movement; Harold Dicke, president of the Health and Welfare Council; and Millard Gladfelter, President, Temple University.

A project staff, headed by Sam Dash, former Philadelphia district attorney, and Dr. Herman Niebuhr, director of Temple University's Center for Community Studies, set out to plan the demonstration project.

The project's staff members, aided by faculty members from area universities, made up task force teams which surveyed the target area to define problems, evaluate existing services, and devise action-research programs to fill program gaps. Staff members met with leaders of the target area to get their understanding and involvement in the programs.

Youth Program Part of Larger Community Improvement Program

At the same time, the PCCA structure was attracting other organizations interested in improving social problems. In December 1962, PCCA received $1.7 million from the Ford Foundation for a three-year community improvement program in North Philadelphia which would work closely with the youth program already underway.

One pilot youth program, supported by the Ford funds, will begin this fall. Experimental nursery schools will be started in four elementary schools, each with 15 children. Teacher training for this program is underway this summer.

In another program scheduled to begin this fall, 15 teachers from a target area junior high will take part in a program aimed at increasing their ability to work with their students. This program recognizes that most teachers in slum areas need special training to cope with the unusual problems of their students. This is a pilot program; a much larger training program is planned for school teachers and administrators in the target area.

Also, PCCA has received a $150,000 grant under the Manpower Development and Training Act for the first year of a youth training program. About 400 dropouts will soon be taking part in this program.

Project staff is designing program pieces such as these to fit into the broader demonstration project that is being developed, and to insure maximum return from all the varied services.

"We want to serve as a tie between the great resources that exist in this city and these people who need them," said Dr. Niebuhr. "We must give the people the means to help themselves, to keep their kids in school, to find jobs, and all the things that make a decent life."

WASHINGTON, D. C.

Attorney General Robert F. Kennedy, speaking of the juvenile delinquency problem in Washington, D. C., told a group of concerned citizens recently:

> "There has been a good deal of attention focused on the problem here in Washington, the Nation's Capital, over the last 12 or 18 months because the situation is getting almost out of hand. What we are about to do is the best chance of remedying the situation."

The "best chance" the Attorney General referred to is the effort to prevent delinquency being carried out by Washington Action for Youth (WAY), a new organization representing community leaders, private agencies, the District government, and the Federal government.

The board of directors and staff of WAY are now mapping a demonstration project for the high-problem area of Northwest Washington served by Cardozo High School. WAY's goal is to sponsor a model delinquency prevention program in the Cardozo area, and then to apply its successful parts in other problem areas of the District.

The Magnitude of the Problems

Some of the problems WAY hopes to combat are:

*** An unemployment rate that, for 18 year olds in 1960, was 13.5% for white boys and 19.7% for Negro boys.

*** A high school dropout rate that, in the 1961-62 school year, averaged 13.4% and reached 20.3% in Cardozo High.

*** A delinquency rate that in 1960 was 29.3 per 1000 youths aged 10-17, compared with a national urban rate of 25.9 per 1000.

*** In 1962, 85% of the Juvenile Court cases involved Negroes, although they represent only 66% of the 7-17 age group.

WAY is also concerned about special factors that exist in the District:

*** The fact that the people of the District do not elect their public officials and thus have little voice in the management of public affairs.

*** The fact that the District's population is 55% Negro, and these citizens still encounter discrimination in employment and housing.

*** The fact that there are overlapping layers of government: City, Federal, and Legislative.

*** The fact that Washington is the Nation's Capital, with the eyes of the nation and the world focused upon it.

All of these factors contribute to Washington's youth problems. No one pretends that they are simple problems or that they will be easily overcome. But the President's Committee on Juvenile Delinquency, soon after it was established, began meeting with District leaders to help launch a new, community-wide campaign against those problems.

A vital first step was to determine what organization or group could best command community-wide support in carrying out a demonstration project.

For this purpose, and to begin basic research into District problems, a $100,000 Delinquency Act grant was made in July, 1962, to the District Commissioners. A core staff was hired, and the Commissioners, staff of the President's Committee, and a citizens' commission headed by Dr. Peter Lejins of Maryland University began rallying support for the forthcoming demonstration project.

These efforts were greatly assisted by Charles Horsky, who also in July, was named President Kennedy's Advisor on National Capital Affairs. The President and Mr. Horsky agreed that one of his major assignments would be assisting the anti-delinquency effort.

Broad Base for Action Established

These organizational efforts culiminated in November, 1962, when a new community organization, the Juvenile Delinquency Planning Board (now known as Washington Action for Youth), was incorporated. Five months later, WAY received a $225,000 grant to complete the planning effort.

WAY's Board of Directors includes eight persons selected by the Commissioners, eight heads of District agencies, and eight persons selected by private organizations.

At the time this new group was formed, Attorney General Kennedy commented:

> "There are two essentials for an effective community program. The first is a carefully planned, imaginative program that attacks all the sources of delinquency across the board.
>
> "The second essential is solid community support and involvement in the program. The best program in the world won't work if the community isn't behind it."

The make-up of WAY's Board of Directors is intended to create the vital community support the Attorney General called for.

"Washington does not have a governmental structure which insures coordination and cooperation between departments," Mr. Horsky pointed out. "There has been no machinery which would completely bring together the top level people in various departments to talk about a mutual attack on local problems.

"The organization we created here, WAY, provides a real opportunity for the whole District government to cooperate on a problem that cuts across all jurisdictional and departmental lines, and which can be successfully attacked only if it is made a joint problem of everyone in the District government.

"This governmental cooperation is extended to private agencies as well," Horsky continued. "WAY provides a forum and a device by which relationships between public departments and private agencies can be enriched and new avenues of communication opened up."

"WAY is serving as a catalyst in the community whereby many things that were in the minds of individuals have been stirred up and are beginning to take shape," said Judge Joseph Waddy, chairman of WAY's board of directors.

"In the beginning of our work, a lot of people were apprehensive. They thought we were trying to come in and eclipse their work. I think that apprehension is dying down. They've found that we're not rivals; we want to give them all the assistance we can."

Pilot Projects Initiated

WAY's professional staff is designing a demonstration project for the Cardozo area which is expected to be ready early in 1964. Meanwhile, WAY has launched a number of pilot projects:

*** The largest pilot project was a summer job program for more than 1000 District youth, most of them Negroes from the Cardozo area. With active support from the Attorney General and the staff of the President's Committee, jobs were obtained from Federal and District agencies and private business. Also, several members of Congress cooperated by hiring youths for summer office work.

*** In connection with the summer job program, a special grant from the President's Committee to WAY made possible the hiring of six new Roving Leaders by the District Recreation Department. These roving leaders are giving guidance and encouragement to young persons in their summer jobs.

*** A special grant was made to WAY to carry out a program in which ten returning Peace Corps teachers will teach in Cardozo High during the 1963-64 school year. The goal will be to see if the imaginative approaches used by Peace Corpsmen overseas can be effective in urban schools in this country.

*** Ten District elementary teachers attended a one-month training program on remedial education with disadvantaged children and school integration. The program, at Bank Street College in New York, is supported by a training grant under the Delinquency Act.

*** The Washington Parking Association is making available several hard surface parking lots as evening recreation areas, with supervisors provided by the District Recreation Department.

*** At the request of the Attorney General, the swimming pool at Cardozo High was opened for summer use. In recent years it had not been open during the summer. Also, local religious groups contributed $31,000 needed to repair and re-open the Dunbar High School pool.

*** WAY has received a $194,000 grant under the Manpower Development and Training Act for a 14-month demonstration program involving about 900 youth aged 16-22. WAY will provide testing, counseling, and job conditioning programs for hard-to-reach youth. A counseling center will be opened in the Cardozo area. Participating youth workers will receive in-service training at Howard University.

Development of Major Demonstration

Along with these activities, WAY's research staff has been conducting intensive surveys of the Cardozo target area. One of these is a "diagnostic survey" conducted this summer by ten interviewers who live or work in Cardozo and were recruited through churches, settlement houses, and community councils.

They will call on over 1000 households during the summer. The goal is depth knowledge of community problems and strengths which can be used in developing useful programs.

Closely connected with the WAY program is a permanent training program for District youth workers being established at Howard University with a Delinquency Act grant. School counselors and probation officers are among the first target groups for training. Howard officials will work closely with WAY in determining training priorities.

All these activities are first steps in the development of a broad demonstration project that will include many new programs in education, employment, job training, recreation, social services, and other fields.

"We're planning and at the same time we're testing," said Judge Waddy. "Our final package will have more validity because of this. The summer job program is an example. If our demonstration proposal recommends a major summer job effort, we won't be talking through our hats. We've tried it and it worked."

WAY's program has aroused widespread community interest and support. The Washington Post, in the first of several favorable editorials, commented:

> "Like almost every other metropolitan center, the District of Columbia faces a serious juvenile delinquency problem and doesn't really know what to do about it. The grant of $100,000 given to the District by the President's Committee on Juvenile Delinquency to study a coordinated attack on this endemic urban condition affords, therefore, an indispenable basis for a beginning."

The Washington Star, in an editorial written at the same time, said, "There is every reason to hope the President's new program will bear fruit."

The leaders of WAY realize that a great deal remains to be done, but they are optimistic about the progress to date. Jack Goldberg, project director, says:

> "We want to involve everybody and anybody we can. We've got to make this thing come alive. Something has to be done, and we've got to make a concerted thrust while there is still time."

NEW YORK, NEW YORK

Harlem Youth Opportunities Unlimited

"The truth about Harlem is mixed and complex. It is a place of hope and despair. It abounds with churches, bars, and funeral parlors. Its people reflect determination, courage, apathy, and defeat. It is vibrant, and it is stagnant. Its children are loved, encouraged and ignored. Harlem is a complexity of problems and it is a potential. Its direction will be determined by what happens to its youth."

This statement was made by James Jones, research director for Harlem Youth Opportunities Unlimited (HARYOU) at a meeting of the Citizens Advisory Council to the President's Committee on Juvenile Delinquency. HARYOU, formed by Harlem leaders, is currently mapping a program to help the youth of Central Harlem.

Profile of a Community's Problems

Here are some facts on the Central Harlem community:

*** It is an area of 3½ square miles, sitting atop Central Park, with 235,000 people, 97% of them Negro. It is a young community: 30% of the population is under 20.

*** Central Harlem contains no public high school.

*** In 1956 it had 7.6 delinquents per 100 youth; by 1962 the rate was 10.7. The rates for Manhattan for the same years were 4.8 and 7.1.

*** A 1961 newspaper survey said Central Harlem had more youth gangs than any other community in Manhattan. In recent years, however, gang warfare has been declining. Teenage narcotics addiction is increasing.

*** About one-third of Harlem children under 18 live in families broken by death or desertion. The number of families receiving aid to dependent children is the highest in the city.

*** It has the city's highest rate of venereal disease, and second highest rate of tuberculosis. In 1959, infant mortality was a third higher than the rest of Manhattan.

*** It has been estimated that 12-15% of Harlem's adult population is unemployed, about double the rate for the entire city. Family income is 20-25% below the city average.

Reviewing these facts, Mr. Jones told the Advisory Council:

"The community cannot hope to reduce juvenile delinquency without improving the general social, economic, moral, and educational lot of all its children."

Community Unites to Serve Youth

This is the goal of HARYOU. It was formed in 1962 by civic, religious, political and intellectual leaders of Central Harlem, who realized that nothing short of an all-out, community-wide assault could begin to cope with the problems of their community's youth.

The Chairman of HARYOU's 20-man Board of Directors is Dr. Kenneth B. Clark, professor of psychology at the City College of New York.

Dr. Clark has pointed out that "even in the highest delinquency areas, nearly 90% of the young people are not delinquents. These non-delinquents cannot be ignored. They are subject to the same social patterns, and our program must take into account the need to salvage, conserve and nurture this vast majority of the community's young people."

Dr. Clark made these remarks at a meeting with New York City Mayor Robert Wagner, who pledged city funds and services to support the HARYOU program.

Mayor Wagner expressed hope that the HARYOU project, along with the Mobilization For Youth demonstration project underway in the Lower East Side, would "point the way to a constructive reorganization of youth services" throughout the city.

Assisted by a $230,000 Delinquency Act grant, HARYOU is now planning a demonstration project for Central Harlem. Its goal is to build new programs -- in education, job training, recreation, social services, and many other fields -- that will have a major impact on the lives of Harlem youth.

Dr. Clark and his associates believe that an effective, long-range program cannot be built overnight. It must be constructed on a solid foundation of knowledge, research, and community discussion. Thus they are now engaged in an intensive period of planning, research, and program design.

Early in 1963, critics within the Harlem community attacked this approach, calling for more immediate action. This

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criticism was answered in a front-page, 1000-word editorial in Harlem's Amsterdam News, signed by P. M. H. Savory, co-publisher.

"It is clear that the needs of our community should be studied as a whole and not in random parts," Mr. Savory said in part. "We need to know what resources we really have currently to develop healthy and productive youth and what these organizations are actually doing. Are some agencies duplicating what other agencies might do better? What services still need to be provided in the Harlem area? What agencies will render these needed services? Lastly, how much money does Harlem need if all the agencies are to do a meaningful job?

"The logic of doing an intensive research study is evident. Equally as evident is the need for the total community to understand the necessity for 'taking a look before we leap.' It would seem foolhardy for these trained specialists to feel that they had to hastily put on sideshows of 'action.' Who would want an architect to start building a house without thoroughly studying the terrain?"

Pilot Program Started

At the same time that HARYOU has defended the need for comprehensive planning, however, it has launched several pilot action programs. These include:

*** HARYOU Associates -- a group of several hundred young people, organized by HARYOU staff to give youth a chance to contribute to the planning and design of new programs. Their activities have included: 1) rallies and other social action programs, including a Harlem Youth Day in which several thousand Harlem youth met with Mayor Wagner and other city leaders at City Hall, 2) formation of the HARYOU Company, a group of young musicians, dancers, and artists who give public performances, 3) planning and developing youth programs, including a youth-operated coffee shop, and meeting with city officials to obtain unused buildings, 4) a 10-week leadership training program which this summer brought together 32 delinquent and non-delinquent youth.

These HARYOU youth-involvement efforts are designed to counter the widespread "hipster" youth culture of Harlem by giving youth outlets for positive behavior.

*** Youth Awareness Forums -- HARYOU has begun a series of forums for youth at which outstanding guest speakers discuss contemporary issues.

*** Staff and volunteers are contacting Central Harlem's 230 storefront churches -- about which little is known -- in a search for ideas and grassroots leadership, and in hopes of involving them in the demonstration project.

*** Group Therapy Programs -- are being held for delinquents recently released from institutions, involving youth leaders as well as HARYOU staff. HARYOU believes that the youth leaders may be able to communicate with other young people in ways which adults and professionals cannot.

These efforts are only first steps in the broad demonstration program that is emerging in Harlem.

Reverend Eugene Callendar, chairman of the Harlem Neighborhoods Association and a HARYOU board member, says, "For the first time in the history of Harlem, there is a mobilization of the total community to utilize its power to bring about social change."

Dr. Clark adds: "HARYOU is dedicated to the proposition that the young people of Harlem are not expendable. These youth must be provided with the same opportunities for personal growth that are provided more privileged and advantaged youth. Only then will they be able to make their contributions to a stable democratic society."

* * * * * * * * *

Another important program in Harlem, in which Associated Community Teams, Inc. has recruited and trained college student volunteers to work with Harlem youth, was funded by a Delinquency Act training grant and is described in detail in the Training section of this report.

CHICAGO, ILLINOIS

Early in 1962, Mayor Richard Daley met in his office with leaders of Chicago public and private agencies concerned with juvenile delinquency.

Those present included the Chicago Commissioner of Health, the Presiding Judge of the Family Court, the Chairman of the Illinois Youth Commission, the Director of the County Department of Public Aid, the Chief Justice of the Municipal Court, the Superintendent of the Police Department, the Superintendent of Schools, the Director of the Welfare Council, the Supervisor of Charities of the Catholic Charities of the Catholic Charity Bureau, and the Executive Vice-President of the Church Federation of Greater Chicago.

At this meeting, these and other Chicago leaders pledged their support to a new drive against juvenile delinquency. They formed the Joint Youth Development Committee (JYDC) which, with a 26-man board of directors representing public and private agencies and community leadership, is mapping a demonstration project for the Near North section of Chicago. This program is assisted by a $292,000 Delinquency Act grant, made last August, to plan the demonstration project.

The Dimensions of the Problem

The Near North section, the target area for this drive, has many problems common to urban centers.

*** Bounded on the south and west by the Chicago River; on the east by Lake Michigan; and on the north by Fullerton Avenue, its population is about 136,000 -- 78% white, 19% Negro, and 3% Indian and Oriental. About one-third of this population is under 21 years of age.

*** The area ranked 10th out of Chicago's 20 police districts in the number of juvenile offenses reported in 1962. The 1,659 police offenses in the area in 1962 represent 15% of the youth aged 10-17 in the area. A comparable all-city figure is 8%.

*** Of the youths under 18 referred to Family Court last year, 52% were either age 15 or 16, and only 2% were age 17. Six out of every ten children sent to Family Court were not living with both parents. One-third of the births in the area in 1961 were illegitimate.

*** In 1960, the Near North's unemployment rates were 5%, about average for the city, with higher rates of unemployment often found in Negro communities. The people of the target area have completed an average of 10.7 years of school.

Assessment of Community Resources

Reviewing these facts, a JYDC staff report commented that the Near North area has a great many social institutions, yet "social and physical problems are among the highest in the city, despite the services currently rendered."

The resources of the area include 11 hospitals and clinics, 19 public schools and 13 private schools, seven parks, five youth centers, and ten community improvement associations, and 25 churches.

But despite these services -- and this paradox exists in almost every American city -- the problems of the Near North are getting worse.

The staff report pinpointed three reasons for this paradox: 1) most of the institutions and resources are in the northern and eastern edges of the target area, but the greatest problems are in the southern and western sections; 2) most of the agencies are understaffed and thus hampered in their efforts to reach out into the community; 3) the diversity and high mobility of the people who need help has kept them from taking full advantage of the services available.

These problems point to aims of the planning program: to find gaps in services, to find overlapping services, to coordinate existing services, to build new programs where needed, and to enlist the people of the target area in the effort.

The goal is a demonstration project with coordinated programs in education, employment, recreation, social services, and every field affecting youth. The project will attack all the sources of delinquency across the board. It will have agency coordination and top-level support. During the planning phase, research material is being gathered to evaluate the results of the project. Its successful parts can be applied in other parts of Chicago and the nation.

This ambitious community effort has been aided by the fact that Chicago is the home of some of the oldest and most distinguished social agencies in America. Yet, as Mayor Daley has pointed out, there is a need for greater coordination among these strong resources if the city is to effectively deal with the problems of modern society.

Program to Meet Needs

The project staff, headed by Frank Shuler, former director of research for the Methodist Church, is now designing programs in five areas:

1) Education

2) Employment Opportunities

3) Health and Housing

4) Family and Neighborhood Services

5) Police, Probation and Corrections

Community cooperation in the planning operation has included the AFL-CIO loaning a staff member to spend 25% of his time helping develop youth employment programs, and the County Department of Public Aid loaning a staff member to work three days a week on welfare programs.

Many of these programs are now beginning to take shape. JYDC will soon begin a pilot project in which eight policemen from the Youth Bureau of the Police Department will receive special training for work with juveniles in the target area. This training would include family interviewing and counseling, and methods of referring problems to community agencies. This project would bring the police in close contact with public and private agencies, and reduce the number of "lost" cases that fall between agencies.

Another proposed program is a "group home." It would be for boys just paroled from institutions who have no home to go to. The group home would give the boy a place to live, help him find a job, or if possible help him return to school. A great many delinquents become repeaters because they have no home to return to when they are paroled. This program would help them readjust to community life.

Other emerging program ideas include a Community-School Program, including teacher-parent teams and a community-school council for the target area; a new District Health Center station in the target area; Neighborhood Service Centers to serve as grassroots helping stations for people in need; and an extensive community organization campaign.

New Ideas Wanted

As the new programs are being worked out, staff has held many meetings with both agency representatives and residents of the Near North. The goal is to get ideas and involvement from the people of the target area.

Over 100 people from the target area -- who project director Frank Shuler says "may be school teachers or be on relief" -- serve on neighborhood panels which contribute program ideas.

"These target area panels have real responsibility," says Mr. Shuler, "and it has worked well. We're getting responsible ideas, and it has been a training ground for community leaders."

Samuel Culbertson, president of the Murine Company and a JYDC board member, has been spending up to 30 hours a week at the project office working with staff and representatives of the target area, Mr. Shuler said.

The chairman of the Joint Youth Development Committee, Patrick H. Hoy, a business executive and civic leader, is optimistic about the progress that is being made:

"We've had two great accomplishments here," Mr. Hoy said in mid-July. "First, we've aroused the target area, the community we want to help. Second, we've aroused the public and private agencies to work much more closely together.

"I met last night with leaders of the target area. Now they're saying to us 'We want to be organized so we can carry on ourselves.' This is a real awakening. They realize they must cope with their own problems. We can't put enough professionals in their area to solve their problems, but if a few workers can help the local leadership, we can accomplish something.

"As for the public and private agencies, they've never worked more closely together -- some of them for the first time. It's a very, very hopeful thing."

ST. LOUIS, MISSOURI

"This is by far the most promising opportunity St. Louis has yet experienced to marshal all the available resources toward the reclamation of its troubled youth," said an editorial in the St. Louis Post-Dispatch on September 14, 1962.

The editorial referred to Mayor Raymond R. Tucker's announcement, a few days earlier, that community leaders -- in business, labor, civic affairs, public and private welfare, education, and law enforcement -- were mobilizing for a new, concerted attack on the causes of juvenile delinquency.

Aided by a $134,000 Delinquency Act grant these leaders, and a professional staff responsible to them, have set out to uncover the sources of rising youth problems, and to find new ways of dealing with them.

The Post-Dispatch editorial went on to pinpoint some of the problems to be overcome:

> "Most often the agencies concerned with this problem work in relative isolation from each other. Most of their efforts and most of their money are spent in treating symptoms rather than eradicating the causes. In the present effort that is being waged under the Juvenile Delinquency Act the remedying of these deficiencies is being made the first order of business."

This new effort is being carried out by the St. Louis Division of Community Services, assisted by a 32-member community advisory committee, and with the Health and Welfare Council of Metropolitan St. Louis, and the Metropolitan Youth Commission serving as special consultants to the program.

An anti-delinquency demonstration project is being prepared, which will coordinate new and expanded youth services in an effort to test new ways of curbing juvenile delinquency. A first step for the program was to select a target area for the demonstration project.

Profile of the Target Area

Chosen was the central downtown area, east of Grand Avenue, around the Pruitt-Igoe housing center, with a population of 108,000 about 55% Negro and 45% white, with high rates of delinquency, unemployment, school dropouts, illiteracy, and other social problems.

In this community, bounded on the east by the Mississippi River, 72% of the residents have incomes under $5000 and 71%

have no more than an elementary school education.

About 30% of the people in the target area live in low-rent public housing. It has for many years been St. Louis' "port of entry," where in-migrants settled.

Delinquency rates in the target area are above the all-city average of 5.8 delinquents per 100 youths. St. Louis officials report that from 1951 to 1961 Juvenile Court cases increased by 59% while the city population was decreasing by 12%. The problem is increased by the fact that St. Louis' age 10-17 population will increase by one-third during the 1960's.

With problems such as these in mind, Senator Edward Long commented, at the outset of the St. Louis project:

> "We are planning to go into delinquency more deeply than we have in the past. Evidently the answers we have now are not the right ones. The problem is as great now as it was ten years ago."

Fact-Finding for Program Building

All of these factors pointed to the need for a sound program of delinquency prevention. Nothing short of an all-out community drive could make a dent in these youth problems, the members of the Juvenile Delinquency Planning Project believed.

The first step in preparing this program was to gather information on the target area, its people, and their problems. This research has two main purposes: first, to see that programs are built on facts and real needs, not guesses; second, to serve as baseline data for evaluating future change.

One part of this fact-finding campaign was depth interviews, conducted house-to-house, of 1000 people in the target area -- one-third teenage boys, one-third teenage girls, and one-third parents of teenagers.

A team of 40 interviewers asked detailed questions about the people's habits, backgrounds, and attitudes toward themselves, their friends, their schools, and their community.

New Programs Designed

The research section of the planning staff feeds this and other information to the program section, which uses it to build realistic programs for the community.

To assist in the development of programs, ten program units have been formed. Each of these is headed by a high-level professional, such as an assistant superintendent of schools or an executive of a social agency. The caliber of these professionals is evidence of the high degree of community support behind the project.

Program development is now entering its final stages. However, plans have been completed for some of the new services that will be part of the demonstration project. These include:

*** A Military Service Preparation Program -- A great many boys fail the entrançe exams into the military service who would greatly benefit from the skill training available in the service. This program would give tutoring and counseling to prospective and rejected enlistees. The Council of Jewish Women, public schools, and military reserves have offered to cooperate on the program, and a course for tutors would be conducted by social agencies. This program could be carried out at a low cost and, if proven successful, could be adapted to almost any community.

*** Group Probation Program -- To give an alternative to imprisoning delinquents who are unsuccessful on probation, the Juvenile Court will sponsor a demonstration program for 20 boys. The boys will remain on probation, with the provision that they attend daily afternoon classes in a school in the target area. The school system will provide a teacher trained in special education, a vocational teacher, and supplies and equipment. The Court will provide a group worker to supervise group aspects of the program.

The minimum period of assignment will be 12 weeks, and this can be extended by the Court group worker. When a boy is released from the project, he will be referred to the juvenile court judge for further consideration. This project, besides coordinating the services of the courts and schools, can in many cases prevent the last resort of sending the boy to an institution.

*** Legal Services -- Legal consultation and court assistance will be provided to families referred by agencies in the target area. This will supplement existing legal aid services. A great many people in the target area become involved in complicated legal tangles which they do not understand and cannot afford. This program would be designed to help them have an even chance in court.

Youth Program Linked to Other Program

These and other programs in education, employment, and related fields will be included in the final demonstration proposal. In addition to coordinating the various parts of the demonstration project, the Juvenile Delinquency Planning Project has the added responsibility of coordinating its total effort with several other major efforts in St. Louis, including:

*** An HEW-HHFA Task Force on Concerted Services in Public Housing, which is also using Pruitt-Igoe as its target area.

*** A project sponsored by the Ford Foundation to prevent dropouts in the city schools.

*** A Youth Employment demonstration program, providing employment counseling for youth, being carried out by the State Employment Security Division, funded by the U. S. Department of Labor.

These and many local resources, St. Louis leaders believe, provide a unique opportunity for a great united attack on the complex problems of their community.

"We feel that nothing like this has been done in the nation," Fred A. Giacoma, chairman of the project's citizen advisory committee and vice-president of Southwest Bank of St. Louis, said recently. "We have a tremendous amount of community support, from business, labor, the entire school system, public and parochial, as well as the professional workers and the universities.

"Many of the agencies have loaned staff to the project, and they are all working to one end, without the usual conflicts when one agency is afraid another is trying to take over. I'm very elated. In just the last few weeks the whole program has begun to jell. We can see exactly where we're going."

SYRACUSE, NEW YORK

New York City is not the only city in New York State with delinquency problems. In Syracuse, the annual rate of juveniles apprehended by the police has averaged about 31 per 1000 over the past five years, slightly higher than the average for other large cities in the state.

In recent years, an estimated 29 per cent of all Syracuse boys and 8 per cent of all girls have been apprehended by the police prior to their 16th birthday. In 1961, 80 of every 1000 boys aged 14 and 15 were delinquent.

No gang wars or narcotic addiction haunt Syracuse, but crime, such as violence and vandalism threaten to become much worse.

Mayor Walsh Acts to Meet Delinquency Problem

Mayor William Walsh decided to do something about delinquency before this threat became a reality. On April 9, 1962, the Mayor appointed a committee of nine civic leaders to draw up an application for federal funds to combat juvenile delinquency. At a dinner meeting on April 25, over 20 key agency people and local leaders discussed the ideas set forth by the planning committee and, with the Mayor's and County Commissioner's support, decided to establish a Mayor's Commission for Youth. Mayor Walsh, at the meeting, stressed the importance of carefully planning for an action program of delinquency prevention and control if public and private funds were to be spent wisely and effectively.

In mid-May, the newly created Mayor's Commission applied for a Federal grant. On October 5, 1962, the Commission received a $141,284 grant to develop a broad-based community attack on youth problems in Syracuse. On accepting the grant, made under the Juvenile Delinquency Act of 1961, Mayor Walsh said:

> "This program is designed to add to our present knowledge and understanding of youth problems. It can be expected to open up opportunities in education, work, social development and citizenship for youth of our city and guide it toward ways of making the most of these opportunities."

The Mayor's Commission, which makes policy, is composed of 45 representatives of lay and professional groups in the community. These include: City Hall, the State Department of Social Welfare, the Onondaga County School Board, Syracuse University, Syracuse Herald-Journal, YMCA, AFL-CIO Labor Council, Syracuse Post-Standard, General Electric, Bristol Laboratories, Onondaga County Mental Health Department, the

Police, the Family Court, Parochial Schools, and lawyers, doctors, and local businessmen. Irving G. Berman, executive director of The Rosamond Gifford Charitable Corporation, is chairman of the Commission.

The research aspects of the youth project are being carried out by the Youth Development Center at Syracuse University, while the planning is being done by the United Community Chest and Council of Onondaga County. Ben Zimmerman, as executive director of the Mayor's Commission, ties the three groups together.

Target Areas Selected

One of the first tasks of the project was to select the target area for demonstration. After data ~~was~~ were collected and surveys made by the research staff, three target areas were selected - the three with the highest delinquency rates in the city.

Area A borders the central business district and Syracuse University. It has the highest delinquency rate in the city - 95 out of 1000. The predominantly non-white population lives in dilapidated wooden frame houses, crowded together on narrow streets. The area has the lowest family income and the highest rate of unemployment (10%) in the city.

The old and the new mix to produce change, instability, congestion and noise in area A. Delicatessens and synagogues are reminders of the formerly predominant Jewish population. Demolition and construction are signs of a major urban renewal project which include an artery and a hospital. The first public housing project in the city was built in area A.

Young men stand on street corners talking and smoking. Children play in the street, on the sidewalks or in deserted lots. An occasional drunk sprawls in a doorway or sits on the curb.

The people in areas B (north of A) and C (west and south of A) are better off. But these two areas are potential trouble spots and need to be watched closely. Two-family houses and boarding houses make up most of the neighborhoods. Area B is mostly Italian. B and C have the next highest delinquency rates.

When the areas were chosen, project staff interviewed and questioned all students in public and private junior high schools in the three areas to discover their attitudes, values, and problems. Depth interviews of youth and interviews with adults will also be conducted during the next few months.

Task Forces Set Up

To plan programs for youth, the Mayor's Commission set up four task forces:

1) The Education Task Force, chaired by Mrs. Robert Reeve, former President of the League of Women Voters, surveyed the local situation, with staff help, to discover educational needs and to develop programs to meet these needs. Reports were presented on target area schools, the Madison Area Project sponsored by the Ford Foundation for culturally deprived children, nursery schools and day care centers, health facilities, University College, parochial schools, the Board of Education, and other programs. Possible programs for pre-schoolers are being considered.

2) The Employment Task Force, headed by Alfred R. Seigle, general manager of I. Fleischman and Sons, is seeking to develop new employment sources for youth in the public and private sectors. The Task Force heard reports from representatives of General Electric on its training program, the Syracuse University School of Forestry on correction camps, watershed projects and park work, the New York State Apprenticeship Council and other groups concerned with youth employment.

3) The Task Force on Services to Individuals and Families with Dr. Robert Collins, past president of the Onondaga County Medical Society, as chairman, is concerned with involving the individuals and families in the target areas in the planning process. To develop programs in specific areas, the task force is divided into three sub-groups - rehabilitation, health and family.

4) The Task Force on Special Services to Groups, headed by Mrs. David Northrup, president of the Corinthian Foundation, is conducting a survey of all youth-serving agencies in the community. "...Group services are often the only services that attract the voluntary participation of the pre-delinquent or already deviant youth," Mrs. Northrup pointed out. "Consequently group services are an excellent means for channeling deviant behavior into more acceptable forms."

In addition to soliciting information from the agencies, the Task Force is actively involving the Boards and staffs of the agencies in the planning process.

New Programs Developed

Results of the Commission's work are beginning to be seen:

***** One pilot educational program is underway this summer, with the cooperation of Syracuse University. Sixty youth from the target area are being helped in reading and writing by a corps of specially recruited teachers. The program will be a model for use on a larger scale in the demonstration project.**

***** A proposed program would have Peace Corpsmen undergoing training at Syracuse University use 60 children from the target area as laboratory pupils. The New York State Division of Youth has promised to support this project.**

***** The Mayor's Commission on Youth has submitted a proposal for a work-training and education program for male high school dropouts aged 19-22 to the Office of Manpower, Automation and Training, in the U. S. Department of Labor. The program would set up a store to be used as both a school and a workshop. Teachers and tutors would instruct the students in practical arts and job skills. The students would be trained for repair work on small appliances, refrigerators, radios and TV. In addition to learning the mechanical aspects of these fields, students would be taught such managerial functions as simple bookkeeping, stock keeping, and salesmanship. The dropouts would receive academic credit for the two-year program and should be able to earn a high school diploma. The State Employment Service would assist in placing the trainees in jobs after the program is over. The proposal is awaiting final action by OMAT staff.**

These and other programs that are developed will combine to offer the young people of Syracuse new opportunities to better themselves and become successful citizens.

PROVIDENCE, RHODE ISLAND

On June 3, 1962 an editorial appeared in the Providence Sunday Journal commenting on the Federal delinquency program.

The President's Committee on Juvenile Delinquency, the editorial said, has outlined a "new approach to the nation's massive problem of juvenile delinquency calling for the integration of existing community services and the creation of new agencies where necessary. ....This basic concept of integrating all services certainly appears to be useful. As there is no single answer to the problems of juvenile delinquency and youth crime, so there is no single agency which has the staff or the facilities to solve these problems. In union, here as in democracy itself, there is strength."

At the time the editorial appeared, community leaders in Providence were meeting to discuss the development of just such a comprehensive program for delinquency prevention and control.

Providence Faces Unique Problems

In their discussions, local officials stressed the unique features of Providence to be considered in planning a delinquency program:

*** Eighty percent of the State of Rhode Island population lives within a 15 mile radius of the Providence City Hall. The compactness of the state would therefore encourage close working relationships between the municipal and state governments and facilitate the transfer of findings of the Providence project to other parts of the state.

*** Although the delinquency rate has not increased in the past few years, over 50 percent of youngsters appearing before the court violate probation and reappear before the court. In addition, those not referred to the Court are often apprehended several times. This high rate of repeaters is of great concern to the community.

*** Certain neighborhoods in Providence have disproportionately high rates of delinquency, school dropouts, dependency and unemployment. In some districts, for example, as many as 70 percent of the children are members of families on relief.

*** The employment pattern of Providence, since the flight of the textile industries, is principally one which employs female labor. The effect of this on youth development and family structure is an important factor in mapping out a planning project.

*** The population represents a great number of national and ethnic groups, yet is stable. Over half of the babies born in Rhode Island are born in one hospital, for example.

*** Providence has begun the development of a fifteen year master plan for the social, economic and physical development and renewal of the city. This Community Renewal program will provide information and be a dynamic force for a youth development program.

During the spring of 1962, a group of officials from the Mayor's office, the State Council of Community Services and the Providence Recreation Department met to prepare an application for a comprehensive delinquency control demonstration project. The then Mayor Walter Reynolds expressed his deep interest in such a program and the Providence City Council voted to officially authorize the grant application.

Throughout the preliminary period, Congressman John Fogarty contributed his advice and interest in this project to aid the youth of Providence.

Community Organizes to Combat Delinquency

In the fall of 1962, the Mayor requested nine persons to form a non-profit corporation, the Providence Youth Progress Board, Inc., as the grant applicant. The nine represented the Providence Recreation Department, the Rhode Island Council of Community Services, the Providence Public Schools, the Providence Department of Public Safety, the Rhode Island Family Court, the Diocesan Schools, the Urban League, the clergy, and the Rhode Island Department of Social Welfare. With the help of other local groups, these nine submitted an application to the Federal government.

A $137,024 Delinquency Act grant was made on April 14, 1963 to the Providence Youth Progress Board, to develop a comprehensive, community-wide delinquency prevention and control program.

The Providence Youth Board is now in the process of recruiting staff and beginning the planning process for such a program. John C. Pixley came on duty June 1, 1963, as project director.

As stated in the grant application, the objectives of the planning period are:

*** To develop data about possible target areas of Providence and about the city's youth problems.

*** To develop and refine a community organization to supervise, coordinate and evaluate a major demonstration project.

*** To formulate new programs and strengthen existing projects designed to prevent delinquency and promote positive youth activities.

*** To devise ways of measuring the effectiveness of programs developed.

*** To develop a framework to guide program development and provide a coherent whole to the project.

One question of particular interest to the Providence community is, "What effect will changing the physical environment have upon the values and behavior of the youth in the area?"

The answers to this and other questions affecting the youth of Providence and the State of Rhode Island will be sought within the next 18 months by the Youth Progress Board.

DETROIT

"The total amount of delinquency and youth crime in any community or neighborhood is the result of a balance of forces, some tending to produce delinquency, others, to reduce it."

This equation was stated by a group of Detroit community leaders, headed by Mayor Jerome P. Cavanagh, as they began last year a new drive on delinquency in their city. They knew that their city had strong forces working both ways: to cause delinquency and to prevent it.

Detroit Looks at the Problems

On the debit side, Detroit is the nation's largest urban area of substantial and persistent unemployment. Decentralization of the automobile industry, the shift of the defense industry from armed vehicles to missiles and automation have all contributed to this problem.

Many families are living on unemployment compensation, on public welfare assistance, or are working only intermittently. A hard core of unemployed men has not worked for years. Unemployment has been consistently high for youth, for minority groups and for the unskilled and semi-skilled.

Opportunities for high school graduates are limited, and for dropouts have almost ceased to exist. Since 1952 there has been a drop of more than 60% in employment of 16 and 17 year olds.

In 1962, there were more than 30,000 unemployed, out-of-school youths between 16 and 21 in Detroit. In recent years, more than half the graduates of some high schools in the center of Detroit have been unemployed.

This lack of jobs for youth, plus other factors such as racial discrimination and the effects of in-migration and in-city migration, have contributed to a rise in delinquency. As in every other city, the boy who is out of school and not working stands in strong danger of running afoul of the law.

According to local figures, youth 17-20 accounted for nearly one-third of all major crimes in Detroit in 1961. Delinquency among boys 10 to 16 increased 17% from 1961 to 1962, and at the same time there was a 42% increase in the number of delinquent repeaters.

The Community Strength

On the other side of the balance, Detroit has many strengths. Over the years, a close working relationship has developed between its many public and private agencies, the schools, the police, the courts and the city government. There has been much pioneering of new programs among its agencies, notably the school system.

These strengths, coupled with widespread community concern about the increase in the modern social and economic problems that affect youth, led to the new drive on delinquency that is now underway in Detroit.

New Attack Launched on Youth Problems

To guide this new effort,a new organization was created, Community Action for Detroit Youth (CADY). A 35-man board of directors was appointed by Mayor Cavanagh, with R. T. Johnstone, vice-president of Marsh & McLennan, Inc., as chairman, and including leaders of business, labor, education, law enforcement and civic affairs.

The new effort started with a firm belief that effective action must be comprehensive, attacking all the sources of delinquency across the board and that such a program must be planned with great care. If existing knowledge and programs were sufficient to solve the problem, it would not be getting worse -- in Detroit or across the nation. Thus CADY set out to gather new information, to increase coordination among existing programs, to find gaps in services and to build a broad youth program that could cope with the complexity of the problem.

"In our effort to revitalize Detroit, we consider this comprehensive planning to be an essential element", says Mayor Cavanagh. "It is my conviction that to prevent waste, such careful planning must precede action programs."

Aided by a $202,000 Delinquency Act grant, a professional staff was employed, responsible to the board of directors, to prepare a demonstration project with new techniques in education, job training, recreation, social service and other fields vital to delinquency prevention.

High Mobility Factor in Target Area Selection

This demonstration was to take place in a high-problem target area. In selecting this target area, CADY took into consideration a special characteristic of Detroit -- high mobility.

Although in-migration to Detroit has dropped sharply since 1958, less than one-third of its residents were born in the city. There is a high degree of internal mobility, which follows a pattern: from the inner core of the city, to the middle city and finally, for some, out to the suburbs. This mobility is both voluntary, because of increased income, and involuntary, because of urban renewal.

The CADY project is vitally concerned with the effects of this mobility on youth. For this reason a target area, Detroit's Tenth Precinct, was chosen; it has traditionally been a place where many persons moved from the core city. This "receptor" area is expected to expand more as urban renewal continues in central Detroit.

During the planning operation, staff is conducting intensive study of the problems and attitudes of the people of the target area. This data will be used to develop realistic programs based on proven needs.

Programs Based on Needs

Program development is still in progress, but some segments foreseen include:

***Programs to help teenagers adjust to their environment when they move into the target area.

***Programs to acquaint newly-arrived families with the services available to them from community agencies.

***Community organization programs, to build unity among the residents. The staff had found more than 230 "block clubs" in the area, with over 6,000 members, and is working to strengthen them and involve them in the demonstration project. They are seen as a source of indigenous leadership and as one avenue of communication with the people of the area.

***Programs to strengthen school-community ties, including nursery schools, closer communication between parents and teachers, and increased counseling and referral services for problem students.

***Expanded programs of the type now carried out by the Neighborhood Service Organization for street gangs and unemployed, out-of-school youth.

***Increased job training and employment opportunities for youth. One program is now being started in cooperation with the Commission on Children and Youth to provide jobs for several hundred youth aged 17 to 20 who have been unemployed since high school graduation. Contacts are being made with over 1,000 employers in the area to find unskilled and semi-skilled jobs. The program will include both work and work indoctrination programs.

Also, CADY is working with the Detroit Youth Commission in a job training program for unemployed youth financed by a grant under the Manpower Development and Training Act. Some of the training will be to prepare youth for city government jobs; one proposal is to train them to become city police officers.

These and other ideas are emerging as the demonstration planning progresses. Early difficulties in filling staff vacancies have been overcome and CADY leaders feel that the full demonstration will soon be ready.

One CADY board member, Superintendent of Schools Samuel M. Brownell, said of the effort:

> "The project will not solve the juvenile delinquency problems in Detroit, but should make it possible for Detroiters to be more effective in providing immediately, and for a period of time ahead, more effective programs because they are based upon facts; better utilization of manpower because there has been planning on a cooperative basis by municipal, school and voluntary agencies; and better chance of enlisting greater local support because the needs will be more completely demonstrated."

LOS ANGELES, CALIFORNIA

Los Angeles means many things to many people. Some call it "Eighty suburbs in search of a city." To others, it is a network of freeways and movie stars. But to everyone, Los Angeles is an area of constant movement, change and growth.

The huge Los Angeles area encompasses nearly 8 million people. It is the focal point of the most massive immigration in the history of the United States. Since 1945 more people have moved into Los Angeles than now live in Cleveland, Baltimore, or St. Louis.

The Negro population is growing at twice the rate of any other. In the 1950's the total population rose 46 percent; the Negro population rose 112 percent.

Los Angeles has the second largest Mexican population of any city in the world with over 625,000 citizens of Spanish surnames.

The number of young people has increased at a tremendous rate. For every two persons living in Los Angeles in 1950, there were 3 in 1960; for every two teenagers in 1950, there were four in 1960 - almost twice the national rate of increase. And this trend will continue. The youth population is expected to rise 50 percent in 1965 over 1960.

The rate of juvenile delinquency, as measured by juvenile court petitions in the Los Angeles County, has remained about the same in the past few years, but the number of delinquents has increased 2½ times since 1950. With the predicted increase in the youth population, the number of delinquents is also predicted to soar to new heights.

City, County and State Unite

Los Angeles leaders determined to meet the burgeoning youth population and problems with an equally vast force -- the force of the city, county and State working together as a cohesive whole.

In September 1961, Ernest E. Debs, chairman of the Los Angeles County Board of Supervisors, invited key public and private officials to discuss and recommend action on youth employment problems in Los Angeles.

In January 1962, State, county and city officials formed a planning committee to develop a broadly-based comprehensive community approach to attack the many problems of Los Angeles youth -- delinquency, unemployment, dropouts, discrimination. The Committee included representatives of five public agencies -- the City of Los Angeles, the County of Los Angeles, the State Employment Service, the Los Angeles City Schools and the Los Angeles County Schools. The committee called themselves the Youth Opportunities Board of Greater Los Angeles and began to draw up a Joint Powers Agreement, which under California law, permits such agency coalition for joint action in the resolution of common problems.

At the beginning of April, with the approval of the State Attorney General, the City Attorney, and the County Counsel, the Joint Powers Agreement was signed by Governor Edmund G. Brown, the heads of the five agencies, and the State Director of Finance. The Agreement set a new precedent in the Los Angeles area as a device for integrating social planning and action on a metropolitan basis. This was the first time State, county and city agencies in California had set up a structure of such scope to work together on a common problem.

On May 23, 1962 the Youth Opportunities Board received a $252,906 grant from the Juvenile Delinquency Act to plan a broad-based delinquency prevention and control project.

Unique Agreement Provides Cohesion

The chief result of this wide city, county and State participation has been to give cohesion to the great, sprawling, diverse forces of the metropolis of Los Angeles.

As Harold Wright, the manager of the Chamber of Commerce of Los Angeles, said: "Until now there has been no recognized center of power to cope with our critical social problems."

Each of the five joint powers has assigned a full-time representative to the Youth Opportunities Board to assist in program development and serve as liaison to the five participating agencies. Private agencies, labor and business have supported the Board since its inception.

Robert Goe, executive assistant to Mayor Yorty, is chairman of the Board. The other four members are: Leland Carter, Chief County Probation Officer, representing the County; Walter Parker representing the City schools; Dr. John Lawrence representing the County Schools; and Arthur Morgan representing the State Department of Employment.

Mrs. Mary Tinglof, former president of the Board of Education of the City of Los Angeles, has supported the Youth Opportunities Board enthusiastically, saying "this is the first move to solve our problems."

Karl Holton, former chief probation officer of Los Angeles County for 15 years and director of the California Youth Authority for 10 years, is staff director of the Board. He was one of 31 recipients of the Freedom Medal, the highest civilian honor, given by the President on July 4.

Target Area Selected

After its organizational structure was set, the Youth Opportunities Board began the selection of a target area for a demonstration project of youth services. Because of the geographic and political uniqueness of Los Angeles, the Board decided to select more than one area. They felt that in addition to a major target area, a number of "satellite" areas should be chosen for pilot programs in order to reach the whole county by a "contagion" process.

For the major target area the following characteristics were set as criteria: the area should have a severe youth problem, be in poor economic and social straits with conditions getting worse, and yet also possess some resources and a degree of stability so that programs could be effective.

The South Central Area of Los Angeles -- bounded by Alameda Street, Western Avenue, Manchester Boulevard, and Rosecrans Boulevard -- met these criteria. The area encompasses 42 census tracts, and includes approximately 190,000 people. It has twice the number of juvenile court petitions as the rest of the county, high rates of school dropouts and unemployment, large families, crowded housing, low income, broken homes, and a large minority population, mostly Negro.

Although the area does not conform to any natural "neighborhood", the Board felt it represents many of the problems which could face the entire county in a few decades unless remedial measures are undertaken.

Youth Training Program Funded on East Side

A smaller area was selected in East Los Angeles that is primarily Mexican-American in composition. It is in this area that a youth training and employment program has been funded by the Department of Labor under the Manpower Development and Training Act of 1962. Developed by the Youth Opportunities Board, this program will provide counseling, testing, evaluation, training and job placement for 2,500 unemployed youths from 16 to 22 years of age.

Stress will be on those youth who cannot qualify for standard training programs due to a lack of work experience, deficiencies in education, language difficulties, and/or financial problems. Counseling, testing and final job placement will be administered in a community center by experienced personnel from the State Employment Service and the Secondary School system. After being screened, the potential trainees will be involved in Job Upgrading and Work Programs to increase their employability, and prepare for jobs; Basic Work Skill Training Workshops in such fields as furniture construction, upholstery, and office work; On-the-Job Training Programs in public and private agencies for those who have completed the job preparation class or the training workshop. The State Division of Apprenticeship Standards will cooperate and assist with this program.

The director of the job training program is administratively responsible to the program director of the Youth Opportunities Board to assure coordination and an effective interchange of information and experience. In addition, the full-time representatives of each of the five Joint Powers will serve as liaison persons for their respective agencies to the employment project. The President's Committee on Equal Employment Opportunity, labor and industry are also cooperating in the program.

Announcing the MDTA grant, Under Secretary of Labor John F. Henning, former director of the California Department of Labor said: "This program represents a forward stride in combatting our most critical unemployment problem and is particularly important to me because I know from first hand observation the plight of the East Side Los Angeles youngsters who will participate in this project....This approach to the solution of youth problems demonstrates what can be accomplished through the cooperative efforts of all levels of public and private agencies. It should serve as an example for other cities throughout the country."

New Program Ideas

This is the first major program developed by the Board. A variety of other programs are being planned based on data and information gathered by the research staff and ideas and suggestions of staff, agency personnel and citizens.

The research staff is presently conducting 240 interviews with delinquent and non-delinquent boys and girls, parents, agency administrators and area workers in the South Central target area. The two-hour tape-recorded interviews will be used in determining the attitudes, problems and behavior of the area population and will help in developing programs to meet their needs.

A Program Bank has been set up by the Board of suggestions submitted by community groups and individuals. Programs have been divided into six categories: youth employment, education and training, motivation, community service and leisure time activities, environmental upgrading and special programs.

Some of the programs now being developed as part of the overall project are:

*** Libraries in target area junior and senior high schools to be open after school 4 days a week to offer students an adequate place to study and read. Certified teachers would supervise the library as a study hall and provide limited tutoring services in their fields. High school honor students and college students would be enlisted as tutors.

*** With the help of Hollywood professionals, a loft studio for the performing arts to be established for talented youngsters. Youth interested in forming small jazz combinations, folk singing groups, theatre groups or in learning such arts as set designing, lighting, costuming, musical arrangements, and recording would be offered special aid. The studio would also be a neighborhood center for the entire community and would provide groups that may be booked for neighborhood performances. "The Quiet Fight", a non-profit foundation sponsored by the Kingston Trio, has promised monetary and professional support.

*** With the active support of public and private community organizations, a series of new youth programs to be set up in two public housing developments in the South Central target area for more than 450 teenagers: The Los Angeles Housing Authority is finding 60 new part-time jobs in maintenance, office work and personal service for shut-ins living in the projects. For those youth not employed in the housing project, counseling, testing and job referral would be provided by the State Employment Service. Local fraternal groups would set up a scholarship fund for youth who want to further their education, and a local clothing manufacturer would provide a "clothing closet" for youth in special need. Another community group would finance cultural activities and trips. A savings program for youth would be started. Youth in the housing projects would also be encouraged to participate in a variety of volunteer community service activities and offered special training to work with senior citizens, pre-schoolers, and in community-wide programs.

*** The Watts Towers in the target area are being considered a symbolic center for a program to assist disadvantaged and potentially delinquent youngsters to realize their latent abilities. A comprehensive cultural, recreational, and artistic center is being planned for 250 10-13 year olds.

*** Having effectively integrated the efforts of 5 major governmental jurisdictions to plan a new program of youth services, the Youth Opportunities Board will develop a pilot intergovernmental service center at the neighborhood level. The Special Outpost Service (SOS) would provide a variety of services and be a link between the central Board and the local needs of the community. SOS would be open six days and evenings a week and staffed by the 5 groups which comprise the Board.

*** A special educational project to be introduced in 3 elementary schools, a junior high and high school in the target area to demonstrate how an entire school system can adapt its structure, staff, and curriculum to the needs of local deprived neighborhoods. The program would include day care centers for nursery age children; ungraded classes in elementary schools; new methods of teaching remedial reading; counseling services in elementary schools; scholarship counselors to motivate talented pupils to continue their education; work with parents and community groups; and more teacher aides and specialists.

Board Works with Training Center

The Youth Opportunities Board has worked closely with the Youth Studies Center of the University of Southern California which has received a grant for a training center under the Juvenile Delinquency Act. The two groups conducted a study of "The School in Transition" and held a training workshop last November for staff, Board members and community leaders. The Youth Studies Training Center has assigned a staff member to serve as liaison with the Board and assist them in training staff for the demonstration project.

Lawrence T. Cooper, assistant vice-president of Pacific Telephone and Telegraph, commented on the Youth Opportunities Board: "Its unique advantage is that it brings local agencies together and that existing agencies can call upon the resources of one another. I believe the planning process will prove the value of participation in community life to many people in this city who have not realized it before. I think what has to be done for the youth of Los Angeles is going to be done."

Ernest J. Loebbecke, chairman of the board of the Title and Insurance Trust Company of Los Angeles said:

"I like the approach of this program because it does not try to capture a city, State or Federal problem in some sort of sociological bottle. I am basically opposed to increased Federal spending and particularly to the theory that money from Washington solves the problem of a neighborhood. But do not misunderstand me. Just as money must be put into medical research or into business research, so must the same kind of money be spent to arrive at the working hypotheses that are being developed by this program."

LANE COUNTY, OREGON

Juvenile delinquency is not just a big city problem. In rural areas, juvenile court cases rose from 44,500 in 1955, to 86,000 in 1959. Related youth problems also affect rural America. Farm areas have higher school dropout rates than urban centers, while farm jobs are becoming increasingly scarce. Only one in 10 farm boys in school today can hope to earn a living on the farm, due to increased mechanization and efficiency.

These few facts are available on rural youth. As Secretary Anthony J. Celebrezze said, "Much attention has been given to delinquency in large cities. We know too little about the causes of rural delinquency and what can be done to meet them."

Community leaders in Lane County, Oregon, decided to discover the facts. In the spring of 1962 they submitted an application for a grant under the Juvenile Delinquency Act to discover the nature of rural delinquency. On September 13, a $129,579 grant to the Lane County Youth Study Board was announced to provide guidelines for other rural areas across the nation.

Rural vs. Urban Delinquency

From their own experiences and observations, Lane County leaders felt the area's delinquency differed from that of the big city. In Lane County there are no narcotics, no fighting gangs, no race problems, no slums.

"In rural areas, a large proportion of what is called juvenile delinquency could be more accurately called hell-raising," said Dr. Kenneth Polk, staff director of the Lane County Youth Board and assistant professor of sociology at the University of Oregon.

"What we are trying to discover," he continued, "is exactly how delinquency differs in the rural-small city area, what groups of teenagers are most likely to get into trouble, and whether the community can effectively combat delinquency by providing education, employment, recreation and social services."

The Youth of Lane County

Lane County is hardly an area one would suspect as having youth problems. An image of the far Northwest, the county looks upon the Pacific Ocean, the Cascade Mountains, the trout-filled McKenzie River and 2½ million acres of Douglas fir. Agriculture ranks second to lumbering as an industry.

Underneath the tranquil surface, however, lie problems -- problems that threaten to become more serious unless positive action is taken. Juvenile delinquency in Lane County increased 27 per cent in 1962 over 1961, although the youth population increased only 4 per cent. If the present rates continue, it is estimated that one of every three 13-18 year olds will have at least one contact with the juvenile court, and one of five will have two or more contacts.

Dropping out of school is another serious problem in the county. A survey estimates that at least 20 per cent of the students in certain areas do not finish high school and at least one-fourth of these are delinquent.

No conflicts exist between minority or racial groups because the county is almost overwhelmingly white, Anglo-Saxon, Protestant. Trouble sometimes brews, however, between the "hill" teenagers and the city youth. Migrant laborers also are a source of friction.

Most youth are employed in jobs effected by seasonal unemployment and an oversupply of labor, such as loggers, laborers, mill workers and carpenters. The market demand for unskilled labor is shrinking rapidly, especially for dropouts. Even for saw mill and warehouse work, a high school graduate is preferred.

Lane County Youth Board Formed

To meet these problems local leaders formed the Lane County Youth Study Board, a non-profit corporation to plan and implement a community demonstration project for delinquency prevention and control. Headed by Dr. Wesley Nicholson, minister of the First Congregational Church, the Board is composed of 60 representatives of city and county government, public and private agencies, law enforcement and the courts, education, church groups, business, industry, labor and agriculture.

The Board of Directors includes the Mayors of Eugene and Springfield, the President of the First National Bank of Eugene, a County Commissioner, officials from the Weyerhaeuser and Pope and Talbot Lumber Companies, the County Labor Council, the University of Oregon, the Governor's Juvenile Advisory Committee, the Juvenile Department, the County Welfare Department, and other agencies.

The Board set four goals for the first stage of their program:

1) to gather facts on delinquency in the area;
2) to examine the community structure and organization;
3) to analyze agency and organization resources; and

4) to examine in detail the schools, since in rural areas these are often the only formal organizations with which young people have contact.

Three Target Areas Chosen

Before any of these tasks could be accomplished, target areas had to be selected within the large county which is almost the size of Connecticut.

In order to reflect the great diversity of Lane County, three target areas were chosen - a farm area, a non-farm rural area and a small city:

*** Junction City is a wide-spread farming area in the fertile valley of the Willamette River. Beans, peaches and cherries are the chief crops. Over 19 per cent of the employed males work on the farms. Junction City has a relatively high delinquency rate and is poorer economically than the rest of the county.

*** Oakridge is a small logging community of 5,000 people, 45 miles from Eugene. Income is above average and the majority of people live in or near the town.

*** South Eugene was chosen to represent a small city with a great diversity of economic and social characteristics. It contains a small business district and upper and lower class residences, ranging from apartments to suburban dwellings. One-third of all juvenile court referrals in the county come from this area.

The target areas were chosen because of their diversity, accessibility, common patterns of youth problems and the fact that they represented many areas elsewhere in the country.

Project staff then began to collect information on the areas and problems.

Collection of Information Begins

Several steps were involved in the fact-gathering process:

*** Staff thoroughly examined census data for the State, county and Eugene-Springfield area to discover the facts on occupations, income, education, family conditions and housing.

*** With the cooperation of agency personnel, staff examined the records of the Juvenile Department, the police department, the welfare department, and the schools.

*** Community leaders were interviewed about community conditions, power structures, needs and programs. From these interviews, additional directors of the Youth Board were recruited.

*** In the schools, questionnaires were administered to all senior high students in the three areas on their views, attitudes and backgrounds. School records and psychological tests are being used to gather additional information.

*** Five-hour interviews have been conducted with 60 families in the target areas to see how the family functions as a group.

*** Interviews are being conducted with school dropouts who appear to be the core of the delinquency and unemployment problems in the county. This project has encountered some difficulty since dropouts in rural areas are hard to locate.

*** Teachers in the high schools of the three areas have been surveyed to identify potential dropouts and discover their views on handling delinquents in school.

*** In order to identify multi-problem families, the project staff is checking and comparing the case records of the welfare department, employment service, Catholic Charities and other groups.

New Programs Being Planned

The Youth Board has set up two committees to follow-up the above studies with program ideas. One committee is exploring youth employment possibilities and is assessing management and business attitudes on work-study programs. The other committee on Services for Multi-Problem Families is developing programs to reach across agency lines.

Community groups and the University of Oregon have been involved throughout the planning process. They have helped collect and analyze data, presented program ideas, and are now working with project staff to outline specific programs for meeting youth problems in the county.

Throughout the planning process, the Lane County Youth Board has stressed the application of its findings to rural areas across the country.